

A MODEL FOR LINKING GENERAL AND SPECIAL
EDUCATION WITHIN AN URBAN SCHOOL DISTRICT

By

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In the late 1970s changes regarding public school special education programs, fostered by judicial decisions and legislation, expanded the population to be served and created widespread policy, programming, and delivery dilemmas. Many organizational problems created by the segregation of special education were ignored as various delivery systems were implemented. With this background, a 4-phase study was undertaken to develop a model to link general and special education in an urban school district. Using a logical design and drawing from general systems theory, 11 propositions were derived. These propositions provided the basis for 10 specific propositions that were used to develop a model to link general and special education. The model consisted of four basic elements--essential goals and policies, structural

arrangements, programming and staffing considerations, and operating procedures for special education. The model was reviewed and evaluated by a 4-member panel of experts. Each panelist judged specific parts of the model for consistency with general systems principles and necessity for general education and special education linkage. In general, the elements identified were judged consistent with general systems theory and desirable for linkage. However, overall evaluation of the model differed sharply. Assuming the model to be reasonably appropriate for linking general and special education, urban school leaders who desire effective linkage should ensure that the goals and policies of the school district give attention to appropriate educational services for all pupils, stress the importance of all school personnel being knowledgeable about exceptional children and special education programs, fix responsibility for special education, and provide for involvement of special educators in top level decision making for fiscal and programmatic matters. The existing bureaucratic structure needs to be supplemented by a formal linkage mechanism, such as feeder system task forces, if general educators and special educators are to work together effectively. High priority must be given to special education programs that are consistent with the statement of goals and policies, staffing such programs with care, and ensuring that procedures for pupil identification and screening are

detailed, consistent with applicable law, and clearly communicated to all school personnel concerned.

CHAPTER I INTRODUCTION

There was phenomenal growth in the area of special education between 1948 and 1980. As can be seen in Table 1, in 1948, there were 377,615 pupils enrolled in special education programs in local public schools (Mackie, 1969, p. 37). The number of public school districts operating special education programs was 1,459 (p. 40). By 1966, 1,978,900 pupils were being served in 6,711 public school district special education programs (pp. 39-40). The number of pupils enrolled in special education programs in the spring of 1970 was approximately 3,022,000 (Metz, 1973, pp. 48, 120, 156, 192, 228, 264, 360), and Kohl and Marro (1971) reported that there were over 9,000 special education programs (p. 8). In 1978, the number of pupils served in special education programs was approximately 3,777,100. (This rapid spread of programs was accomplished at the same time that the number of local school districts was decreasing from about 40,000 in 1950 to about 15,000 in 1980.)

With this tremendous expansion, many problems crystallized. In the paragraphs that follow, several pertinent ones which have a bearing on the study reported herein are discussed as they have an impact on the study.

TABLE 1

STATISTICS ON SPECIAL EDUCATION: 1948, 1966, 1970, 1978

Year:	1943	1966	1970	1978
Number of Pupils Served	377,615	1,978,900	3,022,000	3,777,100

Number of School Districts Operating Programs:	1,459	6,711	9,000	15,000
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Sources: Kohl & Marro, 1971.
Mackie, R. P., 1969.
Metz, 1973.
Progress, 1979.

The first problem stemmed from the early 1970s when accountability in education received widespread attention. Legislators, boards of education, parents, and citizens in general made inquiries concerning expenditures, school efficiency, and responsibility for the accomplishments of pupils (Bundy, 1974, p. 176).

Accountability laws were enacted in 30 states between 1966 and 1974. These laws were aimed at "statewide assessment of the 'inadequacy,' 'efficiency,' and 'effectiveness,' of public schools in order to account to the public" (Webster & Clasby, 1974, p. 182) about the accomplishments of the schools. For special education there were three ramifications from the accountability movement. First, there was litigation about the appropriateness of placement procedures for the special education programs, as exemplified by the case of Larry P. v. Riles. At issue in this case was the use of an intelligence test to determine placement in classes for the educable mentally retarded (Collings & Singletary, 1973, p. 23). Second, there was litigation about the exclusion of handicapped children from educational services. Pennsylvania Association for Retarded Children v. Commonwealth of Pennsylvania was a landmark case in this area (Collings & Singletary, 1973, p. 6). Third, there was legislation mandating appropriate education for all school-aged children. (The term appropriate is subject to considerable variation in

definition. At the conceptual level, appropriate means education designed to maximize the potential of children.) Many state legislatures passed new laws. For example, "Maine approved legislation declaring . . . a state policy of equal education opportunity for all handicapped children aged 5 to 20 by July 1, 1975" (Phi Delta Kappan, 1974, p. 513). At the national level, Congress passed Public Law 94-142, frequently referred to as the Education for All Handicapped Children Act of 1975.

The second problem developed when professionals, legislators, parents, and the general public became aware of the "cascade of delivery systems" (Deno, 1970, p. 235) available to serve handicapped pupils. Controversy developed over the most beneficial instructional arrangements for pupils. The self-contained class, mainstreaming, and the resource room received widespread attention. Several of the articles in the April, 1974, issue of Phi Delta Kappan dealt with the controversy over the delivery systems for handicapped pupils. In fact, the April, 1974, issue of Phi Delta Kappan was a special issue on special education which indicated that special education had become a national concern of educators in general.

The third problem was a pronounced lack of closure in the area of administration between special and general education. Traditionally there had been little linkage between the two programs. Located in a "'prefab building'

behind the school or in the basement, both the children and their teachers have been segregated from normal school life" (Rogow & David, 1974, p. 514). The impact of federal agencies on the area of special education brought "unaccustomed prosperity and visibility to the field . . . and . . . resulted in major concerns about current directions of the field . . . within the framework of public education" (Gallagher, 1974, p. 516).

This visibility raised questions about the integration of special education with general education. In the past, school district leaders viewed special classes as a means of handling difficult children. By creating some arrangements on the periphery of the regular education program, a separate, almost segregated entity, possessing the characteristics of a living system was propagated (Kirp, 1974); it self-divided, multiplied, and continued a growth alongside but not quite a part of the educational program itself.

"It is much easier to explain how special education got itself out of the mainstream of education than it is to design a play to reintegrate the two programs" (Lord, 1970, p. 6). Several salient factors which influenced the instructional separation were separate financing, special placement procedures, and the special needs of the child which had to be magnified in order to obtain legislation. Since it took fifty years to establish the divergence of

special education into a minor and then major tributary, separated from the mainstream of education, how expeditiously can reintegration be accomplished?

The passage of Public Law 94-142 (1975) provided the legislative mandate for reintegration. The key to this reintegration could be the careful examination of possible linkage points between special and general education administration within the perspective of the overall educational system. The need for a closer look at the components which interact between the two from an administrative perspective and the importance of viewing the educational system as a whole can be both substantiated and conceptualized within the framework of general systems theory.

The goal of general systems theory is to understand and to integrate knowledge from diverse, specialized fields which will enable development of theoretical models "which may perform the function of a 'gestalt' in the theoretical construction" (Boulding, 1968, p. 3). The situation in education arose, in part, because of the lack of communication among educators as a whole. Boulding's (1968) reference to knowledge and the complexity of communication between various areas caused by specialization certainly applied to the field of education during the 1970s. Boulding (1968) also stated appropriately, "The Republic of Learning is breaking up into isolated

subcultures with only tenuous lines of communication between them" (p. 4). Special education and general education administration are illustrative examples of this phenomenon in education.

General systems theory is premised upon the idea that there are commonalities throughout the various fields of study. Therefore, it is possible to apply concepts developed in one area, such as business administration, to another area, such as educational administration. The system is the basic unit of study in general systems theory. Miles (1964) defined an open system as a

bounded collection of interdependent parts, devoted to the accomplishment of some goal or goals, with the parts maintained in a steady state in relation to each other and the environment by means of (1) standard modes of operation and (2) feedback from the environment about the consequences of system actions. (p. 13)

With this definition in mind, an organization can be treated as a special kind of open system.

If organizations are systems, it follows that the general characteristics of systems are also those of organizations . . . a system is something which must be treated as a whole (gestalt) because each part is related to every other part included in it in a significant way. (Barnard, 1938, p. 77)

The school district can be viewed as an organization, "and as such shares certain properties with all other organizations" (Miles, 1973, p. 442). If general systems theory applies to the organization, and therefore the school district, then it follows that "administrative theory if well developed in any field of human endeavor,

could apply to the school business" (Miles, 1973, p. 442). The school district as an organization demonstrates the following characteristics and processes: structure; communication; decision-making; action-resources, such as personnel, equipment, and machinery; influence; attitudes; and motivations. All of these processes are interrelated and interdependent (Likert, 1961, p. 158).

Several scholars have presented frameworks for examining organizations and their linkage systems--how they are interrelated and interdependent. James Thompson (1967) set forth a series of propositions based upon "norms of rationality." Likert (1961) developed a model for examining the system of organization on a continuum from authoritative (System 1) to participative (System 4). Miller (1978) advanced a number of hypotheses which can be used both for linking subsystems of organizations and for linking organizations with environments. These propositions, which took the form of 172 cross-level hypotheses, offer a framework for viewing the organization. Kast and Rosenzweig (1979) offered a framework of an organization as an open socio-technical system.

The view of the organization presented by Kast and Rosenzweig (1979) which is referred to herein as the K&R framework appeared to offer a viable outline for the development, illustrative conceptual application, and

conceptual validation of a model to link special and general education administration. The K&R framework was selected because of its all encompassing nature. Since emphasis has been placed upon a holistic view consistent with general systems theory, the choice of the K&R framework was logical.

The framework focuses upon "structuring and integrating of human activities around various technologies" (Kast & Rosenzweig, 1979, p. 175). A key factor in this conceptualization is recognition of the fact that the efficiency and effectiveness of the use of the technologies as determined by the social system is given the same status as acknowledgement that "the technologies [within the organization] affect the types of inputs into the organization, the nature of the transformation processes and the outputs from the system" (p. 108). The importance of this conceptualization is that the K&R framework does not depict the organization as either merely a social or a technical system.

The Kast and Rosenzweig (1979) definition of an organization can be summarized as follows:

1. a subsystem of its broader environment; and,
2. a collection of people with a general purpose, therefore, goal oriented; with
3. certain subsystems: (a) a technical subsystem--people using techniques, knowledge, facilities and equipment; (b) a structural subsystem--people working together on integrated activities; (c) a psycho-social subsystem--people

in interaction; and coordinated by (d) a managerial subsystem--people who are organizing and integrating the overall endeavor. (p. 18)

This definition placed within the broader outline of general systems theory provides a view of organizations and the interactions and interrelationships of people (as individuals, in the work group, and within the parameters of large-group phenomena) within the constraints of an external environmental system. To examine an organization following the K&R framework is to look at these subsystems: goals and values, technical, psycho-social, structural, and managerial.

The goals and values subsystem is important in that (a) many values of the organization are taken from the socio-cultural suprasystem in which the organization exists, (b) the organization must conform to the social requirements of the suprasystem as a direct function of its goals, which are determined by society, and (c) it serves as a survival mechanism; in order to ensure the receptions of inputs from society, the organization must also be attuned to society's view of its purpose.

The technical subsystem is formed by the specific activities in which the organization must engage. These activities are determined by organization task requirements. The shape of the technical subsystem is formed by the layout of the facilities, the types of equipment involved, and the specialization of knowledge and skills

required by the organization (Kast & Rosenzweig, 1979, p. 110). The psycho-social subsystem and the structure of the organization are affected by the technology.

The psycho-social subsystem is that subsystem of the organization which is made up of individuals and groups in interaction. This subsystem provides for observation and analysis of individuals with respect to their motivation and behavior. Another primary function of the psycho-social subsystem is the analysis of individual/group interaction. This analysis may focus on influence systems, group dynamics, status, and role relationships. It is the goal of the psycho-social subsystem to enhance the integration of the individual, the small work group, and the related work groups into the organization as a whole (p. 110). The values, expectations, sentiments, attitudes, and aspirations of the people in the organization affect the psycho-social subsystem. This subsystem is also affected by both internal organization such as structure, task, and technology, as well as the external environment.

The primary functions of the structural subsystem are the differentiation and integration (division and coordination) of organizational tasks. Formalization of relationships between the psycho-social and the technical subsystem can be provided by the structure of the organization. Organizational charts provide pictorial

representations of these relationships. Other formal guides are the written rules and procedures, descriptions of jobs and their requirements, and patterns of communication and authority. It is important to note that not all interactions and communications between the technical and psycho-social subsystems follow the formal structure (p. 110).

The focus of the managerial subsystem is the "coordination of group effort toward an established purpose" (Kast & Rosenzweig, 1979, p. 339). This coordination can be effected "(1) through people, (2) via techniques, (3) in an organization, and (4) toward objectives" (p. 339). The purpose of the managerial subsystem is to relate the organization to its environment by goal setting, planning for operational, strategic, and comprehensive needs, structural design, and formulating control processes (Kast & Rosenzweig, 1979, p. 110).

With the conviction that (a) special and general education administration could be conceptually viewed as components of the overall administration of a school district within the framework of general systems theory, and (b) the Kast and Rosenzweig conceptualization of an organization as an open socio-technical system could be applied to a school district, the present study was undertaken.

The Problem

Statement of the Problem

The focus of the study was on the development, illustrative conceptual application, and conceptual validation of a model for linking special education and general education at the school district level. This study was developed within the framework of (a) general systems theory, and (b) the organization of education as an open socio-technical system. In the model specific consideration was given to the following subsystems (as identified in Kast and Rosenzewig, 1979, p. 110): goals and values, structural, psycho-social, technical, and managerial.

Delimitations and Limitations

The initial development of the model was confined to a logical derivation of general propositions pertaining to an organization as an open socio-technical system consisting of five subsystems (goals and values, structural, psycho-social, technical, and managerial) and the linkages among these. The data base for deriving the general propositions was the systems theory literature. Specific propositions which were applicable to linking special and general education administration were logically derived from the general propositions. The specific propositions were initially substantiated by research literature and authoritative sources in the areas of special and general education administration. The illustrative application was confined to a single school district. The conceptual

validation was confined to expert opinion using a 4-member panel operating independently and representing a practitioner and academician from general education administration and a practitioner and academician from special education administration. The panel was chosen on the basis of expertise in educational administration and/or special education administration in an urban setting and as a secondary consideration their willingness to participate.

It was beyond the scope of this study to field test the model. Thus, the study suffered from the major weakness of not having been operationalized or evaluated in this context.

Justification for the Study

There were three justifications for a theoretical study of this type. First, over time the different areas within the educational enterprise such as educational administration, special education, elementary education, and school psychology, have evolved as discrete entities. Stufflebeam, Foley, Gephart, Guba, Hammond, Merriman, and Provus (1971) offered an excellent illustration of this difficulty in terms of evaluation when they noted "the traditional point of focus has been microscopic (the individual student, the classroom, or the school building) rather than macroscopic (school district)" (p. 19); thus there is a need for linkage among the different areas of education. This linkage could be accomplished within the framework of general systems theory.

Second, much of the literature in special education can be characterized as provincial, ad hoc, and empirical without conceptual framework. On the matter of the provincial nature of the literature, special education administration has been treated as an isolated entity. For example, although one may find reference to the relationship between special and general education administration such as "special education programs are but a division of the larger administrative field of instruction, different from and yet part of elementary and secondary schools" (Connor, 1961, p. 22), the emphasis of the research literature is on special education administration as a part of the special education program per se. In regard to the ad hoc nature of the literature, the research has focused on specific problems in a given situation which generally were not oriented to long range planning. Meisgeier and King (1970) indicated that the main focus of studies since the 1955 Mackie-Engel study was task delineation and group problems of special education directors (p. 400). "Little mention was made of the task similarities of special and general education leadership personnel" (Meisgeier & King, 1970, p. 400). Illustrative of the raw empiricism is Burrello's (1973) characterization of Rucker's review of 20 special education administration dissertations completed between 1967 and 1971. He noted that the dissertations were grouped into four areas:

within group surveys of attitudes of special education administrators; between group surveys of attitudes of special education administrators as compared with another group, i.e., superintendent of schools; organizational climate studies; and descriptive studies (p. 231).

Burrello further noted that "all four groups are primarily descriptive and almost exclusively (based on data) obtained by means of questionnaires. Few studies were based upon any theoretical or conceptual base" (p. 231). Such characteristics of the literature indicate a genuine need for the development of a conceptual framework for linking special and general education administration.

Third, the literature contained in the basic textbooks in general education administration has given scant attention to the subject of special education administration. (It is noted that the basic textbook literature in general education administration becomes extremely important in that these texts are the primary source of information about educational administration for many people.) For example, Morphet, Johns, and Reller (1974) offered this view of special education:

Although special programs have developed for handicapped students in many school systems, substantial numbers who could benefit are not included and some of the provisions are far from adequate in some school districts. (p. 403)

The conclusion which can be drawn from the literature contained in the basic textbooks is that the linkage

between special and general education administration has been largely ignored. Stufflebeam et al. (1971) indicated that one of the problems in the area of evaluation could be termed "the avoidance symptom" (p. 4). (That is, don't get involved in an area which is difficult to grasp.) This problem was applicable to the situation in education administration with specific reference to special education administration. A major reason that this area (special education administration) is difficult to understand is the lack of attention given to the linkage between special and general education administration. With regard to each of the foregoing justifications, more detail is provided in the paragraphs that follow.

The first justification focused on a need for a "gestalt" in the area. Schmuck, Runkel, Saturen, Martell, and Derr (1972) noted that schools can be viewed as living systems and as such have many distinguishing elements with varying degrees of interdependence (p. 3). The utility of these elements is enhanced if each element (subsystem) is optimally open to influence from every other element (subsystem). By increasing contact and cooperation among the subsystems, the entire system should respond more adaptively (Schmuck et al., 1972, p. 3). Therefore, studying the whole system will aid in identifying the points at which linkage among subsystems can be improved.

One way of accomplishing this task in education administration is to view the organization as a socio-technical system. Trist and his associates at the Tavistock Institute set forth the view that the organization can be regarded as a socio-technical system (Kast & Rosenzweig, 1979, p. 106). In this system, technology is determined by the job to be completed using the facilities, tools, equipment, and operating techniques available. The relationship among the organization's participants constitutes the social system (p. 106). The social and technical subsystems are interdependent and interact with each other in a socio-technical system.

An organization is not simply a technical or social system. Rather, it is the structuring and integration of human activities. The technologies affect the types of inputs into the organization and the outputs from the system. The social system determines the effectiveness and the efficiency of use of the technology. (p. 20)

Study of the organization as an open socio-technical system focuses upon each of the primary subsystems: goals and values, structural, psycho-social, technical, and managerial and their interactions. The goal of this study was to apply the open socio-technical system to education and derive a model for linking special and general education administration. The K&R framework was well suited for adaptation to education for the purpose of linking special and general education administration because the foundation of the K&R framework is its all encompassing

nature. The holistic approach placed the linkage of special and general education administration within the perspective of the total education system's operation.

As has been indicated previously, education in general became departmentalized with tenuous lines of communication and linkage points between compartments. Special and general education administration are prime examples of this division. Willower (1970) offered an excellent point which supports inquiries into systems theory and organization theory when he noted:

The nature of various types of organizations, their characteristics as social systems or as small societies, and their relationships with and adaptations to the larger environment will serve as the basis of new conceptualization of special education. (p. 592)

As a basis for further elaboration on and support for the characterization of research in special education administration as provincial, ad hoc, and devoid of conceptual framework, the opinions of several scholars representing a wide array of backgrounds were assembled. Meisgeier and King (1970) stated that the emphasis given to the studies conducted in the 1960s was upon task and/or job problems faced by special education directors. Connor (1963) articulated this concern about the literature in special education administration:

Views of the administrative field which stress only specific elements, vaguely related activities and

"practical" matters, must be placed by considerations in the context of theories that describe, explain, predict, economize and assist decisions. (p. 435)

Willenberg (1966), Willower (1970), and Kohl and Marro (1971) supported Connor's statement. This period of development in research on special education administration can be compared to a similar period in research on general education administration which took place in the 1940s. During that period of development in general education administration there was a profusion of studies which can be characterized as task oriented and descriptive research.

Getzels, Lipham, and Campbell (1968) cogently described the evolution of research in any new field of study in the following manner:

First comes more or less random descriptions of phenomena. Then elements of the phenomena are classified into sensible categories; taxonomies are constructed. Efforts are made to understand the relationships among the elements and between classes. Theoretical frameworks are conceived. Generalizations about the functioning of the parts in the whole are advanced and the prediction about future events . . . tested; systematic models dealing not only with the existing structures, but with changes in the structures are formed. (p. 150)

Most of the research in special education can be classified at the first level (Burrello, 1973).

The Kohl and Marro (1971) study of special education administrators made many suggestions for further investigation. One of their suggestions was "studies that explore linkage systems between regular and special

education" (p. 196). Questions concerning organizational structure, line-staff relationships, role clarity, decision-making, and design and development of effective and efficient organizations also arose in the Kohl and Marro (1971) study. These questions are interrelated and can be viewed as further justification for research on and development of a model for linking special and general education administration.

Organizational structure and function in special education administration have been largely ignored.

Failure to consider the function of organization in education has resulted in the development of school systems which have been organized seemingly without purpose--at least not the purpose for which one would assume institutions of this type are organized. The language of organization is the language of administration. Lack of meaningful organization concepts has led to hopeless confusion. (Griffiths, Clark & Iannacone, 1962, p. 3)

Focusing on organizational theory, particularly systems theory, as the basis for constructing a model for linking special and general education administration is consistent with the Griffiths, Clark, and Iannacone (1962) view that the language of organization is the language of administration. Milofsky (1974) indicated that there may be an organizational explanation for the problems of special education.

On an organizational chart, a bureau of special education complete with its own teachers, psychologists and administrators, frequently occupies a status equivalent to a division of elementary and secondary instruction. But special educators face chronic

problems of access to regular school personnel and priorities. . . . Special education is a marginal enterprise. As such, its personnel face the same political obstacles to their access, power, autonomy, and program goals that many marginal enterprises in other organizations or systems confront. . . . It is these obstacles, and the lack of recognition of and preparation for them, that undercut the effectiveness of special education programs in public schools today. (p. 439)

Returning to the point originally presented at the beginning of this section, it is stressed that the literature at the basic textbook level is the literature most widely seen by educators and can be considered indicative of the prevalent view held by general education administration on the subject. The excerpts which follow suggest that with the possible exception of Knezevich (1975), the special education program has been given limited treatment and little emphasis has been given to the coordination of special education programs in general education administration.

Pupil Personnel Services . . . large school districts may have such services as the following: . . . Special Education--a. Physically handicapped; b. Emotionally disturbed; c. Mental deviates; d. Gifted. . . . Some school systems see special education as a part of curriculum programs, but even so the workers in special education need to have close affiliation with the workers in the pupil personnel area. (Campbell, Bridges, & Nystrand, 1977, p. 129)

Within every school district there are children of elementary age who have special handicaps. Certain special education programs have been organized for these children. . . . In many of the exceptional education programs, the children attend regular classes at the school. The children are given special instruction at regular intervals by teachers in the special education program provided by the school district. (Kimbrough, 1968, p. 191)

A public school system may not refuse schooling to any pupil . . . [each must] be given an opportunity to develop to his fullest capabilities. This creates problems . . . a wide variety of human talents and deficiencies clamor for attention in the public schools. If the gifted child is to be offered special opportunities, it must be decided whether to devote a special attendance center to such children, or to set aside special rooms in an attendance center, or to require the regular classroom teacher to provide special opportunities. At the opposite extreme are the mentally retarded. These are usually divided into educable and trainable children. . . .

The number and variety of specialists in guidance, social casework, speech and hearing, health, and psychological services are growing. . . . commitment to work with teachers, parents, . . . school administrators, as well as pupils. . . .

The coordination of the ever-increasing number of specialists, who are not in the classroom on a daily basis, and the determination of their contributions to the improvement of the educational process constitute a significant challenge to the school administrator. The systems approach offers a solution to the problems of administering large numbers of highly specialized personnel whose knowledge and skills the administrator just barely understands. (Knezevich, 1975, pp. 433-436)

As Knezevich (1975) indicated, the systems approach does offer a framework for linking special and general education administration. The fact that basic textbooks in general education administration do not treat the administration of special education more thoroughly is evidence, in and of itself, that there is a need for a model to link special and general education administration.

Definition of Terms

Conceptual validation. For the purpose of the study conceptual validation is an evaluation procedure whereby

general and specific propositions are examined and compared to stated criteria by individuals possessing recognized expertise in the areas of general education administration and special education administration.

Dynamic equilibrium, steady state, homeostasis. An open system through the interaction (flow of information, materials, and energy) between itself and its environment may attain a state where the system is able to maintain its processes through adaptive behavior. When a system achieves this state it is said to be in dynamic equilibrium.

Equifinality. This term refers to a property of open systems which enables them to process similar inputs and transform the inputs into diverse outputs or process diverse inputs into similar outputs. (In contrast to mechanical systems where a direct cause/effect relationship exists between initial condition and solution, the open social system may effect certain results with diverse inputs and processes or vice versa.)

Feedback. This term refers to inputs to a system from internal and external sources both positive and negative, of information concerning the processes or output of that system which may lead to changes within the system to allow for adjustments for the maintenance of dynamic equilibrium. Positive feedback serves to reinforce existing behavior. Negative feedback is in opposition to existing behavior.

General proposition. The comprehensive statement of a concept applicable in broad terms to linkage within the Kast and Rosenzweig framework is called a general proposition.

Gestalt. The concept of gestalt is one of the basic concepts of general systems theory. It is the focus upon the complete system as a totality. The whole is more than the sum of its parts.

Goals and values subsystem. This term refers to the component of the organization that is concerned with the identification and maintenance of the goals and values of the system as determined by the environmental suprasystem through the system's interaction with its environment. (There is considerable interaction among the individual, the system, and the environment. Each has its own perspective and it is necessary to understand this interrelationship when examining the organization and its goals.)

Hierarchy. The term hierarchy refers to the characteristic of open systems which enables the system to form structural levels. All systems except the very smallest are composed of subsystems, and all systems except the very largest are part of a suprasystem.

Internal elaboration. Internal elaboration is a characteristic of open living systems. Most social systems reach higher levels of organization by differentiation and elaboration of their activities (Kast & Rosenzweig, 1979,

p. 103). This elaboration may take the form of external expansion (such as conglomerate diversification) or internal differentiation and specialization among subsystems (such as the proliferation of courses, subject matter, and departments in a university).

Managerial subsystem. This term refers to the component of the system that is responsible for relating the organization to its environment by goal setting, planning for operational, strategic, and comprehensive needs, structural design, and formulating control processes (Kast & Rosenzweig, 1979, p. 110). The focus of the managerial subsystem is the "coordination of group effort toward an established purpose" (Kast & Rosenzweig, 1979, p. 339).

Model. As used in the study model refers to the general and specific propositions which link special and general education administration.

Negative entropy. Entropy is a tendency toward disorder, complete lack of processing of resources, and eventual disintegration. In a closed system the movement toward total entropy is positive. In an open (social and biological) system the effects of entropy may be arrested or even transformed into negative entropy (a process of more complete organization) through the interaction between the system and its environment.

Open or closed system. Systems can be considered either open (exchanging materials, information, and energy

with their environment) or closed. Biological and social systems are generally considered to be open. Mechanical systems tend to be closed. Realistically, "the concepts of open and closed systems are difficult to defend in the absolute" (Kast & Rosenweig, 1979, p. 102).

Panel of experts. Generally this term refers to a group of individuals selected because of their individual stature or position in the specific fields involved in the development of the model. Specifically, it refers to a group of four people: one practitioner and one academician in the field of special education administration; and one practitioner and one academician in the field of general education administration.

Psycho-social subsystem. This term refers to the component of the system which deals with the individual in social relationships. Important and integral parts of the psycho-social subsystem are individual behavior patterns. Knowledge about the organizational environment and the direct and indirect ways that its structure and process affect behavior is also part of the psycho-social subsystem (Kast & Rosenzweig, 1979, p. 237).

Specific propositions. A specific proposition is a clear, concise statement derived from the general propositions which is applicable to the linkage of special and general education administration.

Structural subsystem. The function of the structural component is to determine the ways in which "the tasks of

the organization are divided into operating units" (Kast & Rosenzweig, 1979, p. 174) and to provide a framework for the coordination of said units. (The technical and psycho-social subsystems are provided with formalized relationships through the organizational structure (p. 174).)

Subsystem (component). The term refers to the totality of all the structures in a system which carry out a particular process. Each subsystem carries out a distinct and separate process.

System. A system is "an organized, unitary whole composed of two or more interdependent parts, components, or subsystems and delineated by indentifiable boundaries from its environmental suprasystem" (Kast & Rosenzweig, 1979, p. 18).

System boundaries. The distinction between open and closed systems is illustrated by the concept of system boundaries. In an open system boundaries between the system itself and its environment (suprasystem) are permeable. A closed system has fixed, rigid boundaries. Generally the boundaries of social systems are difficult to define while the boundaries of the biological and physical systems are easily delineated.

Technical subsystem. The component of the system which is determined by the task requirements of the organization is a technical subsystem. Technical subsystems

are shaped by specialization of knowledge and skills required, types of equipment, and layout of facilities. The technical subsystem is concerned with the transformation of inputs to outputs (Kast & Rosenzweig 1979, p. 270).

Unit. The specific, distinguishable structural element of the system where subsystems can be identified by process and function is called a unit. (Examples of units are special education, elementary education, and secondary education.)

Procedures

As indicated previously, the focus of the present study was on the development, illustration, application, and conceptual validation of a model for linking special and general education administration. A logical design was employed. There were four major phases to the investigation. The first phase was the development of general propositions regarding linking systems within the Kast and Rosenzweig framework of an organization as an open socio-technical system, focusing on the five subsystems (goals and values, structural, psycho-social, technical, and managerial) and their interactions. The second phase of the investigation was to derive specific propositions from the general propositions developed in phase one, which are applicable to special and general education administration. The third phase was the conceptual application of

the specific propositions in a local school district setting. The last phase of this investigation was the conceptual validation of the model by a panel of experts.

Derivation of General Propositions

Data for the logical derivation of the general propositions were obtained from (1) the general systems literature and social systems literature with authors such as Miller, Thompson, Likert, Homans, and Parsons as sources and (2) the formulation by Kast and Rosenzweig (1979). A process of logical analysis was used to derive the general propositions. To illustrate the derivation consider the following general proposition:

An organization will not derive the full benefit from its components unless they are linked to the total organization by means of effective overlapping subsystems. (Likert, 1961, p. 114)

Miller's (1978) concept of cohesiveness, "the tendency of systems to maintain sufficient contact among subsystems and components--or between them" (p. 375) supports the general proposition. Barnard (1938) noted that for every group in a complex organization there is one position which also "belongs" to another group, composed of representatives of other groups, which substantiates the concept of overlapping subsystems. Thompson (1967) indicated that interdependence may be handled through departmentalization and divisional arrangements with "staff liaison" (pp. 54-62).

Derivation of Specific Propositions

Data to substantiate the logical derivation of specific propositions were obtained from literature of general and special education administration, and reported problems of school districts based on research. The specific propositions were logical applications of the general propositions. To illustrate this particular phase of the study in line with the general proposition regarding the overlapping of subsystems, it could be posited that lines of communication between components must be clearly defined. Thus, a specific proposition might be as follows:

For purposes of communication and clear understanding, the director of the division of special education must be directly involved as are the directors of secondary education and elementary education in decisions which affect the format of the instructional program.

Illustrative Conceptual Application

A school district was selected and demographically described. Attention was given to roles, organization structure, communication patterns, decision making processes, and other relevant aspects of the specific propositions. With regard to the specific proposition that the director of the division of special education shall be on the same line as the director of secondary education and the director of elementary education, the illustrative application of this concept follows:

- A. When the assistant superintendent for instruction holds a staff meeting, the director of elementary,

the director of secondary, and the director of special education or their designated representative will be present.

- B. No decisions will be made which do not provide an opportunity for the special education director to have a voice in the decision. This does not necessarily mean make the decision.

Taking these two illustrative applications which were derived from the specific propositions which are related to the general propositions, then one would suggest that when one designs the organizational structure of the school district that one would ensure by operating procedures that the director of the special education is a member of the same unit as the director of elementary education and the director of secondary education. For example, one consistent application would be to create a division of instruction and in the division of instruction have each of these directors. Another application would be to have a division of instruction and have assistant superintendents for elementary, secondary, and special education and require coordination of their activities by the deputy superintendent for instruction.

In a smaller school district the title for the person charged with the responsibility for exceptional child education may be director or administrator in charge of special education.

Conceptual Validation

A 4-member panel of experts was asked to evaluate the internal consistency and logical construction of the

model. Attention also was given to analysis of the theoretical constructs to determine whether they appear to be logical in the light of findings from the research literature and expert opinion. Representation on the panel was from within general education administration--one academician and one practitioner; and from within special education administration--one academician and one practitioner. The panel was selected on the basis of (a) the individual is considered an "expert" in the representative field and urban education, and (b) the individual expressed a willingness to participate. Each member of the panel gave an independent evaluation of the model.

The two academicians included a university assistant professor of special education who had a background in special education administration in an urban school district in the midwest and a university associate professor of general education administration who was a former superintendent of schools in two southern school districts. The two practitioners included a director of special education in a large urban school district (over 50,000 pupils) and an area superintendent in a large urban school district (over 50,000 pupils) who had also been employed in the central office as a director of personnel services and as an administrative assistant to the superintendent. All panelists were male, three held doctorates and one had twenty years experience in administration at

the district level; three were white and one was black, and all had experience as public school teachers.

Each member of the panel received the instrument contained in the appendix to complete. The instrument consisted of a series of statements based upon the illustrative conceptual application. The questions related to the specific propositions which were derived from the general propositions.

Organization of the Study

This report is organized into six chapters. The first chapter included the introduction, the problem, definition of terms, the procedures, and this organization of the study. The second chapter is focused on the derivation of general propositions. The third chapter includes the derivation of specific propositions. The fourth chapter is devoted to the illustrative conceptual application. The focus in the fifth chapter is on the conceptual validation of the model. The sixth chapter presents the summary, conclusions and discussion.

CHAPTER II GENERAL PROPOSITIONS RELATED TO ORGANIZATIONS

The focus of the present chapter is on the presentation of general propositions which were used as a basis for developing a linking model between special and general education at the local school district level. The general propositions presented herein were derived from two basic sources. The first group of propositions was basically derived from systems theory in general. The second group of propositions was derived more specifically from the formulation by Kast and Rosenzweig (1979). The reader will recall from Chapter I that Kast and Rosenzweig (1979) defined an organization as an open socio-technical system consisting of five major subsystems: goals and values; technical; psycho-social; structural; and managerial, which operate within the confines of the environmental suprasystem.

Within the context of the source of these propositions, the first major section of the chapter is focused on the delineation and justification from the scholarly literature of general propositions derived from general systems theory. The second major section of the chapter is devoted to the identification and substantiation through the research literature of general propositions which are specifically related to the K&R framework.

General Propositions
Derived from General Systems Theory

Based on the work of authorities in the field of general systems theory, six broad general propositions were derived. In the paragraphs that follow, each of these propositions is identified and supported.

General Proposition One

An organization is part of a larger environmental suprasystem and as such, it is in dynamic interaction with that environment.

The organization receives in some manner, and exports, some type of product (either service or good). This continuous transformation does not take place in a vacuum, but in the dynamic atmosphere of the constantly changing relationship between the organization and its environment, as well as, the everchanging nature of the organization's subsystems.

Herbst (1969) in his description of organizations emphasized that organizations form reciprocal relationships with their environment in order to maintain themselves. He believed that "the input they obtain is dependent on the output that they supply to the environmental units with which they are linked" (p. 161).

Weick (1969) indicated that the organization is "pro-active" rather than "reactive" with respect to its environment. The organization will seek ways to manage its environment. Katz and Kahn (1978) noted that the

organization does not merely accommodate itself to uncertainty, it actively seeks to reduce it. The environment in its natural state creates uncertainty and uncertainty threatens the rational processes of the organization. The organization will seek to control its environment either through sealing itself off from the effects of the environment or by blurring the boundaries and gaining control of or at least information about the environment (Thompson, 1967; March & Simon, 1980).

One of the effects of attempts to control the environmental impact on the organization occurs in the structural subsystem. As part of the structural design, the organization will look to create a stable environment for its technical core. The reason for this is twofold:

First,

the domain claimed by an organization and recognized by its environment determines the points at which the organization is dependent, facing both constraints and contingencies. To attain any significant measure of self-control, the organization must manage its dependency. (Thompson, 1967, p. 38)

Second, the removal of the technical core from direct interaction with its environment will give the organization some self-control despite its environmental interdependence.

Another effect of the attempt by the organization to control the impact of the environmental suprasystem may be seen in the managerial subsystem and the administrative

hierarchy which the organization adopts. The Parsons (1969) conceptualization of an organization with three levels, institutional, managerial, and technical, is an illustration of this adaptation.

Thus interaction with the organization's environmental suprasystem is an important factor for the viable organization. Tilles (1968) expressed this interaction as symbiosis. For, as proposition one indicates, the organization must develop mutually beneficial relationships with "a variety of external systems" (p. 122).

General Proposition Two

An organization is not only in dynamic interaction with its environmental suprasystem, but must also monitor and adapt to the continuous interaction with various subsystems, components, and parts of its internal environment.

The organization can be viewed as "an adaptive structure actively encountering many different environments both internal and external, in its productive efforts" (Bennis, 1969, p. 45). Argyris (1957) suggested that an organization is

a plurality of parts; each achieving specific objectives; and maintaining themselves through their inter-relatedness, and simultaneously adapting to the external environment; therefore maintaining the inter-related state of the parts. (p. 125)

Similarly, Wolf (1968) emphasized that the organization is a system and as such it is a "complex of mutually related forces and parts which act and interact to create and maintain the organization" (pp. 179-180). According

to Huse (1975), the fact that the organization is viewed as a system connotes certain assumptions concerning the operation of the organization. One of these assumptions, inherent in systems theory, is that the subsystems are interrelated. Thus a change in a specific subsystem, unit, component will have an impact upon the other subsystems, units, and components (p. 36). Kast (1968) observed that the business organization can be viewed as a series of subsystems. He stated that "consideration must be given to the means for interrelating and coordinating these various subsystems" (p. 151). Lawrence and Lorsch (1969) emphasized that an organizational system shares with its biological counterpart "the property of an intense interdependence of parts such that a change in one part has an impact on the others" (pp. 9-10). Lawrence and Lorsch used the biological analogy with reference to the interdependent nature of the parts in an organizational system. It should be noted that there is a major difference between the organization as a social system (contrived) and biological systems (natural). This fundamental difference is the ability of the managerial subsystem to modify the structure of the organization.

Katz and Kahn (1978) depicted the organization as a specific example of an open social system with purposeful goals. As such, it is "anchored in the attitudes, perceptions, beliefs, motivations, habits, and expectations of

human beings" (p. 33). With this in mind it will be clearly demonstrated in general proposition nine how general proposition two affects the structuring and functioning of the psycho-social subsystem. As proposition two indicates the "organization must deal with changes from within as well as changes from without" (p. 261).

General Proposition Three

As an organization grows, the number of components and units within the organization increases and the number of echelons within each component or unit increases; as a result of this growth, each component or unit of the organization becomes more specialized, as each component or unit becomes more specialized the component or unit tends to segregate itself from other components or units of the organization.

Katz and Kahn (1978) stated that organizations as open systems move in the direction of differentiation and elaboration. . . . Social organizations move toward the multiplication and elaboration of roles with greater specialization of function .(p. 25)

Miller (1978) set forth 172 cross-level hypotheses which are applicable to two or more levels of living systems. In the section dealing with structure, hypothesis 1-1 states: "In general the more members or components a system has, the more echelons it has" (p. 92). In support of this hypothesis, Miller (1978) suggested that organization development is related to growth in group size until multiple echelons and levels are required (p. 92). Simon (1969) in "The Architecture of Complexity" discussed the "frequency in which complexity takes on the form of hierarchy--the complex system being composed of subsystems

that, in turn, have their own subsystems" (p. 99).

Lawrence and Lorsch (1969) applied their differentiation and integration model to an organization and supported general proposition three assumptions about organizational growth in the following manner: "As organizations undertake more complex tasks, they tend to complicate internally by differentiating new organization units" (p. 213). And Miller (1978) reinforced this view with "Hypothesis 1-2: In general, the more structurally different types of members or components a system has, the more segregation of function there is" (p. 92).

Hall and Hagen (1969) referred to one aspect of system growth as progressive segregation, that is, "the system changes in the direction of increasing division into subsystems and sub-subsystems or differentiation of function" (p. 36).

Traditionally, division of labor and its resultant specialization have been viewed as a means for achieving "effectiveness" and "efficiency." These terms are attributed to Barnard (1938) who defined them in the following manner:

Effectiveness relates to the accomplishment of the cooperative purpose, which is social and non-personal in character. Efficiency relates to the satisfaction of individual motives, and is personal in character. (p. 60)

Miller, 1978, suggested that

it is the nature of organization that each subsystem and component has some autonomy and some subordination

or constraint from lower level systems, other systems at the same level and higher level systems. (p. 220)

He added that adjustment processes are used to resolve conflicts. Simon (1969) supported the concept of progressive segregation as follows:

Some kinds of hierarchic systems can be approximated as nearly decomposable systems: a) in a nearly decomposable system, the short-run behavior of each of the component subsystems is approximately independent of the short-run behavior of each of the other components; b) in the long run, the behavior of any one of the components depends in only an aggregate way on the behavior of the other components. (p. 105)

The "concept of system emphasizes the reality of complex relational networks and permits the analysis of mutual causal processes involving large numbers of interacting entities" (Dechert, 1969, p. 111). Indik (1968) found that increases in organizational size were associated with increasing task specialization. Lawrence and Lorsch (1969) stated that

clear-cut and formal differentiation of organizational units, when based on significant tasks and environmental differences, contributes to good performance. (p. 213)

Proposition three focuses on the growth of the organization and the subsequent segregation of components. The managerial subsystem must use its knowledge of systems theory to allow for the appropriate growth and the differentiation which occurs naturally in social systems. The structural subsystem will be shaped in part by this expansion and differentiation. The goals and values subsystem will be affected by the decomposable nature of

subsystems. Even the psycho-social subsystem is affected by the manner in which the organization is formed.

General Proposition Four

The hierarchic structure which evolves as the organization grows through internal elaboration and differentiation creates the need for cross-level linkage subsystems which will (a) serve the communication process, (b) facilitate the coordination of the various components, and (c) promote the integration of the entire system.

When tasks and responsibilities are divided functionally within an organization "there is a greater need for coordinative mechanisms to tie together the various parts resulting from the division of labor" (Weissenberg, 1971, p. 65). Miller (1978) supported the need for a coordinative mechanism with his hypothesis 3.3.3.2-15 which states that

the functional segregation of subsystems means that each one receives some information which the others do not. The greater this segregation of information, the greater in consequence is the variance in decoding and deciding among subsystems. (p. 97)

Kast and Rosenzweig (1972) stated that

consideration must be given to the means for interrelating and coordinating . . . various subsystems. These parts are integrated through various processes, such as the information and communication network, the decision system, and the built-in equilibrium mechanisms which exist in every organization. (p. 451)

Lawrence and Lorsch (1969) indicated that

as systems become large, they differentiate into parts, and the functioning of those separate parts has to be integrated if the entire system is to be viable. (p. 196)

Drucker (1974) pointed out that for the organization to have a strong structure, there must be

both a hierarchical structure of authority, decision-making and the capacity to organize task forces, teams and individuals for work on a permanent and temporary basis. (p. 526)

Miller (1978) emphasized the importance of the coordinative mechanism in hypothesis 3.3.3.2-15 which can also be applied to the communication process. Ackoff (1969) described communication as the process through which "functionally distinct subgroups are aware of each other's behavior" (p. 122).

Berrien (1968) stressed the fact that "as systems become larger, they need to develop specialized communication nets" (p. 130). Dechert (1969) indicated that

unless the multitude of activities carried on within an organization and the factors affecting and affected by these are related to some systematic framework including both, we are faced with an overwhelming set of detailed variables. (p. 20)

Thus, it is important to look beyond the component to the organization as a whole and the realization that the

concept of the organization itself furnishes an organizing instrument of thought which gives a unity and coherence and focus to any number of relations between discrete variables. (Bakke, 1959, p. 16)

General Proposition Five

- . An organization as an open social system will be actively involved in activities which ensure (a) its survival, (b) preservation of its uniqueness, (c) maintenance of a dynamic equilibrium, and (d) fulfillment of its goals.

Parsons (1960) identified four functions which each social system must solve to continue as a system. The

functions are adaptation--mechanisms which allow the system to stay in tune with its environment and with its subsystems; integration--mechanisms which hold the system together as a unique totality; latency--mechanisms which provide pattern maintenance to ensure continuity; and goal attainment--mechanisms which determine the goals of the system and how they are achieved.

Adaptation. "Adaptive mechanisms contribute to the control of energy flows from the environment into the system" (Weissenberg, 1971, p. 499) and vice versa. Living systems, and the organization as an open social system is considered a living system, possess the ability to react to their environments in a way that encourages the continued operation of the system. Berrien (1968) postulated that the common feature that distinguishes "adaptation is an appropriate response to some input that would jeopardize the symbiotic relationships of the system with its collateral or suprasystem" (p. 63). In other words, systems which are capable of responding to disturbances which could cause a breakdown in the continuous flow through the system of its "product" are said to be adaptive.

Integration. "Integrative mechanisms are necessary to hold the system together despite the pressure from the environment" (Weissenberg, 1971, p. 499) and from within the organization. Integration which Bakke (1959) called fusion is the function of the organization which works

toward maintenance of the integrity of the organization in the light of divergent interests of other organizations, groups, individuals, and the organization itself. The aim of integration is

to establish and maintain for the organization an internal and external integration which will at least leave its capacity to perform its function unimpaired, and at best will improve that function. (Bakke, 1959, p. 61)

Latency. "Pattern maintenance devices insure that the recurring system will recur in proper fashion for system survival" (Weissenberg, 1971, p. 499). Bakke (1959) referred to latency or his descriptor "balance" as an "equilibrating device whereby the various parts of the system are maintained in a harmoniously structured relationship to each other" (p. 22). Balance involves two forms (a) quasi-automatic (homeostatic) and (b) innovative (creative efforts). The function of latency (balance) is to ensure system integrity of the organization in the face of changing conditions either internal or external to the system. The homeostatic activities required to maintain dynamic equilibrium are synergistic. They are geared to combining in a cooperative system, activities which tend to preserve the integrity of the system.

Goal Attainment. The function which an organization performs is the contribution it makes to its suprasystem--society. Goal attainment mechanisms ensure that the organization performs its function. According to Etzioni

(1975) two of the characteristics of an organization are the existence of deliberate planning for goal enhancement and a mechanism for reviewing the direction of the organization toward its goals. In addition to the function which an organization performs for its suprasystem, there are three intrinsic goals which may be intertwined or independent ends in themselves. These are the goals of growth, stability, and interaction. These three goals are synergistic; they exist for the organization as a totality.

In summary:

all social systems, including organizations, consist of the patterned activities of a number of individuals. Moreover, these patterned activities are complementary or interdependent with respect to some common output or outcome; they are repeated, relatively enduring, and bounded in space and time. (Katz & Kahn, 1978, p. 20)

General Proposition Six

In general, the goals of the organization must function as a catalyst for the goals of subsystems, units, and individual members of the organization by providing (a) orientation, (b) guidelines for activities, and (c) justification for the organization's existence.

An orientation procedure provides the necessary exposure to the goals of the organization as a whole, as well as to the goals of the specific unit to which the individual has been assigned. This orientation procedure must include a reorientation program designed for each unit when the reassignment of personnel occurs.

One of the organization's survival mechanisms is adaptation. To achieve the flexibility of an adaptive mechanism, a process for the restatement of goals with its

attendant problems of arousing commitment of members and units must be available within the organization (Schmuck, Runkel et al., 1972, p. 106). It is necessary for the managerial subsystem to be aware of the effect of total goals upon specific units or components of the organization. As Lippitt (1969) stated it,

there is a direct relationship between the functioning of an organization, the nature of both its formal and informal goals, and the extent to which those goals are understood and accepted by all members of the system. (p. 49)

Consideration of the organization's goals gives the policymakers a chance to clarify and sharpen organizational purposes, and in the process, eliminate irrelevant activities. Consideration can be given to the shifting of priorities among objectives, the addition of new objectives, and the alteration of the mission of the organization (Katz & Kahn, 1978, p. 479-80).

The function which the organization performs is the contribution it makes to its suprasystem. Etzioni (1975) defined a goal as a desired state of affairs to be realized by the organization. In one sense the goal of the organization is its reason for existing. Simon (1973) suggested that

organizations are systems of interdependent activity . . . characterized . . . by a high degree of rational direction toward ends that are objects of common acknowledgement and expectation. (p. 157)

Since the organization is a subunit of the wider social structure, it carries out tasks which are desired or accepted by a wide population.

This means that . . . the organization must, in [its] operations, stay within the overall legal and value framework of the larger society, though, as with any other unit in the social division of labor, there will be some values with which they will come into conflict, which they will contest, and which they will help to change. (Sofer, 1972, p. 4)

General Propositions
Derived from the Kast and
Rosenzweig Framework

The second group of general propositions can be directly related to the Kast and Rosenzweig (K&R) framework. The basic subsystems of an organization as presented in the K&R framework can be considered cross-level subsystems, that is, each of the subsystems (goals and values, technical, psycho-social, structural, and managerial) can be observed to some degree in all units of the organization. In the following paragraphs five general propositions are identified which relate specifically to one or more of the five subsystems and their interactions.

General Proposition Seven

.The managerial subsystem must ensure that the goals of various organizational units are functionally related, even though specific unit goals are dissimilar.

It is vital that the coordinating unit acknowledge the existence of an "organizational goal system," that is, the goals of all the individuals and subgroups within the organization may not be the same as the total organization goals. The coordinating unit must act upon that knowledge.

According to Litterer (1969),

The goals of various organizational elements must be functionally related but it is not necessary for the goals to be similar, because dissimilar goals may achieve functional unity. (p. 6)

Simon (1973) defined goals as "value premises which serve as inputs to decisions" (p. 103). He believed that the differences in goals contributed to the difference in the selection and testing of specific alternatives for decision making at various levels of the organization. This should be given consideration when structuring or evaluating the decision making process at the different levels within each component of the organization. Barnard (1938) discussed the differences between the specific purposes or goals of each unit in comparison to the general purposes or goals of the organization (p. 137). He stated that

every unit organization in a complex organization is a specialization, the general purpose of the complex must be broken into specific purposes for each unit of organization. (p. 137)

He believed that "acceptance of the general purposes of the complex organization is not . . . essential" (p. 137) to achievement of the unit's goals. One of the major functions of the managerial subsystem is the coordination of functionally related but dissimilar goals so that each unit achieves certain goals separately and that additively the organization as an entity achieves its goals.

Barnard's perspective on the purpose served by goals at various levels of the organization is consistent with

the view of the K&R framework with two adaptations. First, in keeping with the effect of the psycho-social subsystem on the total organization as reflected in the achievement of unit goals there must be a meshing of the individual's personal goals with both the unit goals and total organization goals. According to Lippitt (1969)

the degree to which the organization is integrated as a social system depends on the degree to which the sub-systems (units) with their own norms and procedures, work congruently with each other toward organizational goals. (p. 53)

Taken one step further, the individual will not contribute his/her maximum effort for the achievement of his/her unit's goals and for the achievement of the total organization's goals unless he/she is able to equate these goals with his/her own personal goals. The most effective means of achieving congruence between organizational goals and individual goals is through the active participation of individuals in setting unit goals.

Second, although different units may be striving to attain dissimilar goals, the managerial subsystem is responsible for the development and implementation of an organizational structure (structural subsystem) with which the integration of the total organization can be accomplished. To do this it is essential that the managerial subsystem secure the cooperative action of each of the specific units. This integrated, cooperative action will produce total effects which are greater than the sum of

the units' independent efforts. Through the accomplishment of correlated task functions and mutually supportive goals synergy will result. To achieve this synergy will require redefinition of each individual unit's position to some extent. "This redefinition comes as a result of seeing the more complex system reality which includes the other subsystem goals" (Immegart & Pilecki 1973, p. 20).

General proposition seven is clearly related to general proposition six which was previously stated. It will be recalled that general proposition six stated that the goals of the organization function as a catalyst for the goals of subsystems, units, components, and individuals. Since general proposition seven states in effect that there must be a functional relationship of the goals of the organization even though specific unit or sub-unit goals are dissimilar, it is obvious that the two propositions deal with the goals of an organization and its subsystems, units, members.

Healthy organizations tend to have goal-setting at all levels.

As a cornerstone of their practices, individuals engage in systematic performance improvement and target-setting; groups and teams periodically and systematically set work goals and plans for achieving them; the organization as a whole engages in systematic goal setting activities. (Beckhard, 1969, pp. 35-38)

General proposition seven is directed toward the short term goals which individuals and work groups within the

organization attempt to achieve within a specific time frame. General proposition six, on the other hand, provides for the long range organization goals, which are usually abstract generalities concerning the reasons for the organization's existence, and the range of activities which are sanctioned for the particular organization.

General Proposition Eight

The technical subsystem must ensure that the organization engages in activities which are focused upon acquiring, maintaining, transforming, and developing the resources used by members of the organization in the performance of their work for the organization.

One of the resources (inputs) into the system is the members themselves. As energetic sources, the members supply an important portion of the maintenance function, and in terms of human behavior, their input must be considered as part of the psycho-social subsystem (Katz & Kahn, 1978, pp. 40-41). The processing of inputs to yield an outcome becomes part of the psycho-social subsystem when the focus is on the "organization" of the people concerned with the through-put (process by which the product or service is transformed or conducted).

The non-human resources such as supplies, materials, machines, and equipment must also be acquired and maintained. Additionally, some of these non-human resources must be transformed and developed. It is the function of the managerial subsystem to assist the technical and

structural subsystems in determining specific needs and to implement the coordinative processes which will keep the system in balance.

According to Kast and Rosenzweig (1979) the organization as an open socio-technical system establishes a cyclical pattern of inflow, transformation, and outflow. The system's (organization's) survival is dependent upon continuous importation of resources and exportation of processed resources (p. 110).

For example, the business organization receives inputs from society in the form of people, materials, money, and information; it transforms these into outputs of products, services, and rewards to organizational members sufficiently large to maintain their participation. (Kast & Rosenzweig, 1979, p. 110)

The technology and/or technologies which form the core of the organization's technical subsystem can be viewed as the acquisition of information necessary to the performance of specific tasks or activities which will produce the transformation of inputs to outputs. The form of the technical subsystem is determined by the technology; which, in turn, is cumulatively dependent upon the specialization of knowledge and skills required to perform the task, and the supplemental materials, money, facilities, information, and equipment necessary for the successful completion of the task (Kast & Rosenzweig, 1979, pp. 188-189).

The technology will determine the characteristics, skills, and training which the human resources of the organization must possess. For example, in a hospital the medical staff will be required to have definite training and specific skills. Lawrence (1967) stated that the technology which the organization uses to complete its tasks or structure its activities will have a direct impact upon the job design of groups and individuals (p. 133).

An indirect relation exists between the technology and the development of social structure and norms within the organization (Lawrence, 1967, p. 133). This is a logical extension of the impact which the technology can have on the job design and therefore, the psycho-social subsystem. The size and composition of work groups, as well as the range, character, and frequency of contact among members of the work group and with supervisors, are dependent on the technology and the impact of the technology on the structuring of activities (Kast & Rosenzweig, 1979, pp. 191-195).

It is the task of the managerial subsystem to provide for the integration of the technical needs of the organization and the psycho-social needs of the members through the structure of the organization as a whole and of its components or units. This integration is discussed in detail later as it is a function of the managerial subsystem.

General Proposition Nine

The psycho-social subsystem must engage in activities which ensure that the organization will maximize its goal accomplishment as well as meet the personal needs of the individual members of the organization. This is accomplished through the establishment of (a) a pattern of interrelationships which produces satisfaction for individuals and groups, and (b) an acceptable pattern of compliance.

Berrien (1968) discussed the importance of understanding individuals and their behavior, because collectively, in regard to their roles, they make up the social system which is the organization. The whole concept of a basis for interactions and a pattern for securing compliance is important to the individuals who are members of the organization. Durkheim (in Berrien, 1968) conceptualized society "as 'represented' in the shared norms. . . which both prescribed and proscribed certain forms of behavior" (p. 190) and which in essence served as a base of restraint compelling men to think rather than just act. "The restraints of society, far from having negative effects alone, are the very sources of enrichment, development, and innovation" (Berrien, 1968, p. 190).

There are several possible motivation patterns which can be effectively used in an organization to ensure that the individual and the work group are attending to the assigned tasks "effectively" and "efficiently."

Katz and Kahn (1978) identified four motivational patterns. One type, legal compliance, is "an acceptance

of role prescriptions and of organizational directives because of their legitimacy" (p. 406). Members of the group comply with the rules because they perceive that the rules can be enforced through legal sanctions (such as a fine or disciplinary action). A second type of motivation was identified as instrumental satisfaction. This type of compliance implies the linking of reward with desired outcomes. Implementation of this pattern can occur in several ways. Rewards can be built into the system and earned through membership. Rewards can be based upon identification with organization leaders. Rewards can be based upon individual merits or the social approval of peers. Self-expression is the third type of motivational pattern identified by Katz and Kahn (1978). This type of compliance stems from internalized identification with the job. Self-expression and self-determination are rewarding in terms of accomplishment as the chance to express individual ability and talent. The fourth motivational pattern was identified as internalized values. This type of compliance has at its foundation the "incorporation of organizational goals or sub-goals reflecting values or self-concept" (Katz & Kahn, 1978, p. 406).

Emphasis on legal compliance can regulate quality and quantity levels of individual performance. This type of compliance is usually effective for very routine activities. Emphasis on instrumental compliance generally will

not lead to work of higher quality or quantity than is necessary to remain in the system. Emphasis on the compliance pattern of self-expression "is the most conducive to the achieving of high quantity and quality performance" (Katz & Kahn, 1978, p. 407). Successful use of this type of compliance can lead to intrinsic job satisfaction. Emphasis on the internalization of organizational goals which is associated with self-identification and value expression can achieve behavior beyond the specific role prescription.

Etzioni (1975) probably provided the most comprehensive construct of the whole nature of compliance in his typology. According to Etzioni, compliance relations can be viewed as the interplay of two factors: power and organizational involvement of the participant. There are three types of power that can be identified and used to induce compliance of organization members. The types of power are coercive, remunerative, and normative. Reliance on the actual or threatened use of physical sanctions such as death, pain, or imprisonment is the use of coercive power. Reliance on control of fringe benefits, salaries, and commodities is basic to remunerative power. The regulation of symbolic rewards and deprivations is characteristic of normative power (p. 4-6).

There are three basic types of involvement by lower participants in an organization. The types of involvement

are alienative, calculative, and moral. Alienative involvement is exemplified by the involvement of prison inmates. Calculative involvement is characterized by low-intensity involvement either positive or negative in orientation. Production workers in a factory exemplify this type of involvement. Moral involvement can be viewed as an intense positive involvement. Persons devoted to their religion and political advocates typically have high moral involvement (Etzioni, 1975, pp. 8-11).

The effectiveness of the organization depends upon congruence between the type of power which the organization uses and the type of involvement elicited from members. Etzioni (1975) identified nine possible combinations of the factors power and involvement. The compliance relations when coercive power is used are coercive power/alienative involvement, coercive power/calculative involvement, and coercive power/moral involvement. If remunerative power is used the compliance relations are remunerative power/alienative involvement, remunerative power/calculative involvement, or remunerative power/moral involvement. If normative power is used the compliance relations are normative power/ alienative involvement, normative power/calculative involvement, or normative power/moral involvement. The congruent patterns are coercive power/alienative involvement, remunerative power/calculative involvement and normative power/moral

involvement (pp. 12-14). Etzioni thought that although organizations may utilize all three types of power to some degree, each organization tends to emphasize one type of power. Congruent relationships are the most effective. It is important for the managerial subsystem to consider the effects of each type of involvement when compliance relationships are designed.

The managerial subsystem is responsible for the structure and functioning of the psycho-social subsystem. The organization can build upon the personal values of its members and integrate these values into the goals and values of an organizational model which fulfills both the organization's mission and the goals of the individual members. This can be done with the total system, or perhaps more logically within components of the system with the coordinating unit (managerial subsystem) providing the integration between components. The task which each component is responsible for is structured so that the internalization of organizational objectives which have been integrated with subgroup norms is accomplished. Thus, motivational forces stemming from "perceptions, attitudes, and the values and goals of the individual's work group can be additive, and harmoniously reinforce each other" (Likert, 1961, p. 199).

It is important for the interaction-influence system as defined by Likert (1961) and substantiated in the writings of Katz and Kahn (1978) and Etzioni (1975) to be

functioning properly. One of the major functions of the managerial subsystem is to coordinate and integrate the needs of the psycho-social subsystem with the elements of the technical subsystem through the process of structuring the organizational tasks. Therefore, an important task of the managerial subsystem is to acknowledge that behavior is shaped from motivational forces and cognitive orientation, and that "behavior always reflects both the individual's concept of what he is supposed to do (his cognitive orientation) and his will to do it (his motivational forces)" (Likert, 1961, p. 199). With this in mind, the structuring of the task may be undertaken.

General Proposition Ten

The managerial subsystem must provide for a coordination mechanism which is designed to control performance and integrate the activities of the various components.

An organization is essentially a contrived social system. Since humans created it, the organization is inherently imperfect. Katz and Kahn (1978) suggest that "the cement which holds social systems together is essentially psychological rather than biological" (p. 33). Barnard (1938) suggested that organizations are "cooperative systems" which Selznick (1969) believed were "constituted of individual interacting as wholes in relation to a formal system of coordination" (p. 267). Lippitt (1969) defined a socio-technical system as

the organizational concept emphasizing . . . both human and nonhuman factors--including technology, structure, and process--which interact to determine individual and organizational functioning.
(introductory note)

From these statements the following conclusions can be drawn:

First, an organizational structure which is based solely upon the technical requirements of the situation can defeat the very purpose of the organization (Chowdhry & Pal, 1957). Second, though the structure of the organization must not be based upon the technology alone, the presence of the specific technology which provides for the fulfillment of the organizational function in society will influence the shape of the structure. Third, when the psycho-social subsystem and the technical subsystem of a specific organization are carefully integrated, the resultant structural subsystem will reflect the reciprocal influences of the formal and informal aspects of organization as well as the needs of the technology. Furthermore, the appropriate structural subsystem which emerges will, by its nature, provide for the mechanisms of coordination and integration necessary for an efficient and effective managerial subsystem.

General Proposition Eleven

The managerial subsystem must ensure development of a systematic problem-solving process which will enable it to deal with possible positive or negative situations affecting one or more components, one or more resources, or the organization as a whole.

March and Simon (1958) view "man" as a decision-maker and a problem-solver. "Administrative man" (March & Simon, 1958) searches for satisfactory courses of action. He normally accepts the first course of action which meets the need, therefore, satisfying rather than maximizing. Cyert and March (1963, 1969) continued this analysis one step further by applying it to the organization. Hence, decision-making men become decision-making systems. Cyert and March emphasized the degree of rationality which decision-making systems can achieve. This framework views systems as having limited rationality even though there may be substantial elements of rationality present (they can be seen as possessing "an ordered set of preferences, the procedures for revealing the available courses of action, and the ability to choose between them in terms of preferences" (Silverman, 1971, p. 204)). The system's rationality is limited by the following:

Many preference orders within an organization, although the vagueness of the general goals pursued by the organizations and its sequential attention to goals (which masks their incompatibility) may permit a "quasi-resolution of conflict." There is no continual weighing of means and ends, instead, the organization merely attempts to avoid uncertainty by trying to make its environment more subject to prediction and control . . . immediate problems . . . structure the range of alternatives considered. (Silverman, 1971, p. 205)

If "administrative man" satisfies rather than maximizes, then the organization does the same. Its search for solutions is problemistic, in that the organization does not

consider all its problems or weigh all the options. In addition, as a result of previous experience, certain areas are stressed or avoided. The March, Simon, Cyert view of the problem-solving process is in terms of the system and although it recognizes the limits of rationality, it does not take into consideration the interaction of humans. Therefore, in order to satisfy the organization's development of a problem-solving process that is consistent with the definition of an open socio-technical system, human input must be included. The K&R model does give consideration to the psycho-social nature of the organization. Furthermore, the K&R model considers the possibility that the specific decisionmaking process encountered at each level (technical, managerial and institutional) may differ although the interaction and influence of each of the subsystems are present.

The General Propositions Reviewed

Eleven general propositions were presented in this chapter. Five of the general propositions were derived from the general systems literature. The other five propositions were derived from the Kast and Rosenzweig formulation. These general propositions provided the theoretical framework from which the specific propositions (Chapter Three) and a model for the integration of general and special education at the local school district level (Chapter Four) were derived.

The general propositions presented in this chapter may be summarized as follows:

- G.P. 1 - The organization is in dynamic interaction with the environment.
- G.P. 2 - The organization must monitor and adapt to internal environment/subsystems.
- G.P. 3 - As the organization grows, echelons increase and components become specialized.
- G.P. 4 - The hierarchical structure creates the need for cross level linkages for communication, coordination and integration.
- G.P. 5 - The organization engages in activities for survival, maintenance of dynamic equilibrium and goal fulfillment.
- G.P. 6 - Goals serve as catalyst for orientation, guidelines for activities, and justification for existence.
- G.P. 7 - The managerial subsystem must ensure that goals are related.
- G.P. 8 - The technical subsystem focuses on use of organization resources and work.
- G.P. 9 - The psycho-social subsystem must maximize goal accomplishment and meet individual needs.
- G.P.10 - The managerial subsystem must provide coordination of the activities of the components.
- G.P.11- The managerial subsystem must ensure that the organization has a problem-solving process.

CHAPTER III
SPECIFIC PROPOSITIONS FOR
LINKING GENERAL AND SPECIAL EDUCATION

The focus of the present chapter is on the presentation of specific propositions which were used to link general and special education at the local school district. For the purpose of the study, the system refers to the local school district.

The specific propositions represent logical derivations of the general propositions presented in Chapter II. The specific propositions presented herein are divided into two groups: first, four specific propositions are related to the linkage between the local school district and the environmental suprasystem of the district; second, there are six specific propositions which are related to the organization and administration of the school district.

Specific Propositions Regarding the
Environmental Suprasystem of the School District

Specific Proposition One

- The district school board must ensure that the function which society has assigned to education in general is routinely translated into goals and policies which form the guidelines by which the school district is operated.

General propositions four, six, and seven are the theoretical base from which specific proposition one is drawn.

The general propositions state that the organization must fulfill the function which society assigns to it. Performance of the function requires the formulation of goals (sometimes contradictory), and the coordination of specialized tasks within the different units.

Writers in the field of education have recognized and discussed these problems for many years. Johnston (1977) stated that, "goals of an organization are often in large measure controlled by the top administration" (p. 77). For the education organization the goals set by the school board take the form of policy decisions. The goal setting process will take into consideration the legal, economic, and social pressures of the environmental suprasystem. Goal ambiguity is inherent because goals that are not vague "tend to be both multiple and contradictory" (Johnston, 1977, p. 77). Goal ambiguity permits the organization to "justify a variety of activity without ever appearing to alter the original goal" (p. 77). The use of goal ambiguity allows the district to demonstrate flexibility with internal and external environments while maintaining goal directedness. It must be noted that goal ambiguity causes uncertainty as to which objectives are to be pursued where a series of goals are contradictory.

The school board with the assistance of the superintendent must translate ambiguous goals into policy statements from which the objectives of and procedures for the

operation of educational programs can be formulated. As Christoplos and Renz (1969) observed, the "complexity of the issues involved in identifying appropriate educational goals cannot be overlooked" (p. 372). Two significant elements that Christoplos and Renz (1969, p. 372) identified are the compulsory nature of public school education which is legislated and the fact that mandatory public school education "in a heterogeneous society is a sensitive and emotionally charged assignment, especially when it is extended to include children who deviate widely from the norm."

The problem has been intensified with the passage of P.L. 94-142 in 1975 which mandated an appropriate education for all pupils and with the reduction of fiscal resources available to public education in the late 1970s.

When the function that society has assigned education is reinterpreted, then the district school board must alter the goals and policy statements which guide the functioning of the district. To begin with, the school district leadership must recognize that there is a "primary need for a fairly significant change in organizational philosophy, principles, and practices" (McDowell, 1979, p. 4). This change which would integrate special education into the total regular education organization requires that the

school's organizational, administrative, and programmatic philosophy, policies and practices . . . be orchestrated along and within [a continuum which considers human growth and development; child, youth, and adult] to facilitate relevant . . . experiences of learning. (McDowell, 1979, p. 4)

The goals, policies, and supporting rules and operating procedures adopted in the school district must reflect this commitment to the main purpose of education, pupil learning.

Specific Proposition Two

The school district must develop appropriate linkages with the environmental suprasystem at the local, state, and national levels.

The second proposition represents a logical extension of general propositions one, five, and seven. In effect, these propositions support the notion that an organization is in dynamic interaction with its environment, that it must engage in activities for survival, maintenance of dynamic equilibrium, and goal fulfillment. The organization does so within the context of its environment; therefore, it must ensure that its goals are related to its mission as assigned by society.

Writers in the field of educational administration generally have recognized this point for a number of years. Knezevich (1975) discussed factors which influence public education. His emphasis was on formal and informal education organizations. The formal organizations he identified were the local school district, the state

department of education, any intermediate administrative districts, federal agencies, and professional associations (p. 20). It is within the context of this milieu that the system (local school district) must function. In actuality the interaction with and of the environmental suprasystem extends beyond the formal and informal structures which Knezevich noted.

The public has an economic as well as a social interest in the functioning of the system. The source of the public interest in the schools ranges from the consumer interest of parents with offspring(s) attending a public school, to business and commercial interests of the community, to the fiscal interest of taxpayers evaluating the quality of education compared with the amount of money expended (Hanson, 1979).

Derr and Gabarro (1972) made the point as follows:

The school system's environment is composed of many different groups and institutions including students, parent, community government agencies (state, federal, and local), state legislatures, congress, and the courts. (p. 36)

The legal framework in which the school district must operate is mandated by external sources. Through legislation at the state and federal level, the boundaries and functional alternatives are delineated. Financing of the school district is just one example of how the educational organization is affected by the local, state, and federal environmental suprasystem. The various methods of funding

education (classroom unit, full-time equivalency, categorical programs) require the school district to develop appropriate linkages with the environment in order to (a) influence the method of financing, (b) secure the appropriation of adequate resources, (c) ascertain the suprasystem's view of how the organization is achieving its mission.

Broad curriculum areas and instructional modes are shaped through a combination of outside influences. The state board of education, the legislature, and federal grants can and do impinge on curriculum and instruction decisions. One of the areas of controversy in curriculum substance is over the inclusion of sex education in the schools. The school board and district administrators when adopting and developing a sex education program must take into consideration the ramifications of such a decision on its environmental suprasystem. Another area where there has been a direct impact upon the school district by action in its environmental suprasystem is in the area of exceptional student education. The passage of P.L. 94-142, Education for All Handicapped Children Act, mandated changes in the way the system delivers services to one segment of its population.

Specific Proposition Three

In an effort to maintain system stability, the school district will seek to control the impact which the environmental suprasystem has upon the functioning of

its components. The form in which this control manifests itself is dependent upon where in the hierarchical level of the district the impact occurs.

The third proposition is an outgrowth of general propositions four, five, and seven which develop the idea that the organization through internal elaboration creates a hierarchical structure which must be adaptive to the impact of the environmental suprasystem while it strives to reach goals set by both society and the organization. The managerial subsystem is assigned the task of coordinating these efforts.

One of the areas in which the school district seeks stability is policy. The district will initially seek to use "direct control mechanisms, but, depending upon risk propensity and uncertainty of the environment" (Johnston 1977, p. 70) other means will be employed also. To promote stability, as well as enhance efficiency in everyday operations, the school district promulgates standard operating procedures which serve to regulate and control policy. The district also uses comprehensive planning which

serves a similar function for policies which require significant resource-mobilization but which are in control of the organization as currently constituted. . . .

[The] intent is to stabilize, to make the organization run effectively and efficiently, and to make the environment safe for the organization. (Johnston, 1977, p. 70)

When the school district can control directly the impact of the environment (both internal and external)

there is no need for the use of mediating mechanisms which allow for standardization and regulation rather than uncertainty or risk (Johnston, 1977, p. 72). Johnston (1977) also noted that negotiation is a mediating mechanism used by the school district. He stated that possibly

[t]he clearest example of the negotiation strategy at work can be drawn from the compromising which occurs in connection with the building of an education budget. The first level of negotiation occurs between competing programs. The second level of negotiation within a governmental organization takes place between functions of government such as health, education, welfare, law enforcement, etc. The third level of negotiation occurs when the budget requests must be compromised with the projected revenue estimate. Finally, a political compromise is effected when the budget is submitted to a legislative body for enactment. (p. 73)

At the institutional level (school board), the system will actively encourage participation by community, county, state, and federal interests in setting overall goals, providing resources, and gathering information pertaining to the suprasystem's view as to how successfully the system is fulfilling its function.

At the interface between the institutional and managerial levels of the school district, the superintendent and central office personnel will be actively engaged in transmitting the image which the organization wants to project to its publics (Parsons, 1969). At the interface between the managerial and technical levels the education

organization will, through the auspices of area superintendents and their staffs, along with individual building principals, seek community involvement on terms which the school district sets (Parsons, 1969).

The advisory committee is an excellent example of the district's attempt to create a communication mechanism which also serves as a control valve filtering the impact the suprasystem will have on the system. The individual school, area, and/or overall advisory committees function as information dissemination and retrieval systems. They provide a buffer between the suprasystem and the internal functioning of the organization (Thompson, 1967, p. 37).

At the technical level, the school district will seek to stabilize direct input between the environmental suprasystem and the classroom or individual school unit (Parsons, 1969). Principals often "restrict entry into the school as one means for reducing potential stress and disruption" (Paul, 1976, p. 28). Where stability cannot be achieved through direct control, the school district will use cooptation to control the environment (Thompson, 1967). By cooptation, bringing the community into the school on various tasks (Parent Teacher Association, volunteers, Career Day), the school will be able to foster cooperation with its environmental suprasystem. The use of workshops (in such areas as impact and purpose of functional literacy testing, pupil progression plans,

homework, reading games, and exceptional child programs), which are carefully planned and implemented, can also aid in the enlistment of support from the external environment.

Specific Proposition Four

In order to ensure survival, the school district leadership must communicate to its environmental suprasystem an image which is positive, professional, effective, efficient, and responsive.

Specific proposition four is a logical extension of general propositions one, five, and six. In essence, the general propositions support the notion that an organization engages in activities which will ensure its survival. Basically these activities enable the organization to maintain its dynamic equilibrium as it strives to fulfill its goals.

The school district leadership must establish mechanisms which promote the operations of the school district in a positive manner. Dissemination of information pertaining to the functioning of the system must reflect the following image:

1. A school district that is responsive to inputs from the environmental suprasystem. The development of formal ties to the community (advisory committees, citizens' board) and the establishment of programs for the handicapped, gifted, and slow learners indicate a responsiveness to environmental input (Pincus, 1973, p. 122).

2. A school district that is professional in the operation of the system. The recruitment of highly qualified individuals for instructional staff, administrative staff, and support staff is evidence of professional operation (Pincus, p. 122). Other evidence includes the establishment of quality inservice programs; encouragement of the staff to undertake further training and to update skills with the school district providing subsidies; and curricula that reflect the dynamic changes which occur in educational technology (Pincus, 1973, p. 122).
3. A school district that is efficient in the management of the system. For example, electronic data processing, a planning-programming-budgeting system, and management by objective are in use; the facilities are in operation year-round and community school concepts have been implemented (Pincus, 1973, p. 122).
4. A school district that is an up-to-date operation. An aura of modern innovation with respect to curricula which requires change in standard operating procedures or the bureaucratic organization, the use of teacher aides, reduction in class size, the formation of teaching teams, and the construction of modern facilities tend to

generate the up-to-date image (Pincus, 1973, p. 122).

Specific Propositions Relative to the Organization and
Administration of the School District

Specific Proposition Five

Effective and efficient development of the subsystems (structural, psycho-social, technical, managerial, and goals and values) of the school district must be facilitated through feedback received from the various components and units which comprise the internal environment of the district.

The above proposition represents a logical extension of general propositions two, four, and ten. In essence, the general propositions state that the managerial subsystem must provide for the coordination of the components as the hierarchical structure of the organization evolves. Cross level linkage for communication, coordination, and integration will allow the organization to monitor and adapt to internal stimuli. Specific proposition five relates to the internal problems which confront the local school district. To begin with, while the district recognizes that pupil learning is the primary task assigned to it, non-instructional problems (e.g., budget cuts, federal and state regulations, and fiscal accountability) may interfere with delivery of appropriate services to pupils. A significant factor which impacts on pupil learning is the mandatory attendance laws which have been adopted in most states. Since, for all practical

purposes, "the public schools cannot select their clients" (Pincus, 1973, p. 114), the presence of pupils who are not motivated to participate in the system leads to internal conflict about the appropriate way to handle individual pupils, particularly in the area of discipline. How to "process" pupils and differing ways to reach the same goal--an educated pupil, contribute to this conflict. Further compounding the situation is the question of how to internally structure values orientation when both the consumers (pupils and parents) and the facilitators (teachers and administrators) bring to the organization valid pluralistic ethics, mores, and religious belief systems (Knezevich, 1975, p. 50; Owens & Steinhoff, 1976, p. 31). While the preceding paragraphs may seem to relate to interaction between the system and its environmental suprasystem (from one perspective they do), the impact upon the internal functioning cannot be ignored.

As suggested previously, the school district leadership must also deal with the problem of diffuse and ambiguous goals. Without the integrative function of the managerial subsystem the "dilemma of numerous, often conflicting and overlapping diffuse and ambiguous goals" (Owens & Steinhoff, 1976, p. 31) would be unresolved. The resulting confusion would cause conflicts between and among competing programs. For example, in a situation where scarcity of sources is a prime factor, budgetary

requests for materials of an academic nature might take precedence over requests for physical education equipment.

Another significant problem which the school district leadership must consider is the dichotomy between bureaucracy and professionalism which exists in the schools (Anderson, 1968). This conflict "between the authority relationships of bureaucratic hierarchical discipline on the one hand and the concepts of professionalism that teachers hold on the other hand" (Owens & Steinhoff, p. 29) requires the managerial subsystem to structure specific activities carefully. There is merit in having a hierarchic structure which allows the "existence of well-defined policies, careful delineation of responsibilities, and clear-cut procedural rules" (p. 30) so that the individual will know what is expected from them as well as what to expect from the organization. "Teachers as semi-professionals in a bureaucratic organization over which they have little control . . ." are subject to "motivational and morale problems that have strong influence over efforts" (Owens & Steinhoff, 1976, p. 32) to improve the delivery system of instructional services to children.

Specific Proposition Six

The managerial subsystem of the school district must provide for structure which will offer effective specialization with minimal segregation.

General propositions three, eight, ten, and eleven provided the theoretical base from which specific proposition six was derived. These propositions support the notion that as an organization grows its internal components become more specialized requiring the managerial subsystem to provide the necessary coordination in order for the various subsystems to function properly.

In order to allow for the development of efficient and effective departments, components, and units, the managerial subsystem will examine the interaction between the various subsystems (managerial, goals and values, psychosocial, technical, structural). To begin with,

the ways in which educational systems go about processing their tasks are dependent upon: 1) the value which society places upon educational outcomes; and 2) what means are deemed by society as appropriate in pursuing the accomplishments of these outcomes. (Milstein & Belasco, 1973, p. 97)

In addition, the generalized goals of the school district "gives direction to efforts and justify the organization's existence" (Knezevich, 1975, p. 55).

The "structural pattern [which the organization adapts] defines relations among persons and groups within the organization" (Knezevich, 1975, p. 55). The allocation of tasks occurs with the view that this structure is to facilitate achievement of organizational goals. Departmentalization is probably the most common method for implementing a division of labor. Activities which the

education organization must perform in order to complete its mission can be grouped according to processes, function, products or services, location, consumers or time. The education organization may choose to use location as its base for subdividing work. The effect of this type of departmentalization is to allow the grouping of functions at a single location. For the education organization, the school (unit) is considered a location.

The school district has used segmented purpose departmentalization (geographic location and age of pupil) to determine the basic organization structure. The clustering of pupils by grade K-5, 6-8, 9-12 or some similar arrangement is in essence purpose departmentalization. Within the unit, however, specialization has been promoted in certain areas. special education, subject matter specialization, vocational education have been process oriented. When work is divided on the basis of technology, "emphasis upon a specific task leads to increased proficiency and technical competence and improved efficiency" (Dessler, 1976, p. 88). One of the problems which arises when process departmentalization is used is that interdepartmental communication is hampered. Another difficulty which must be dealt with involves the employees in a specialized department. There is a tendency for employees to become more involved with their specific area and lose sight of the end purpose of the

organization. Illustrative of this phenomena is the general development of special education programs within a school district. Placement of pupils in self-contained special education classes which were isolated from the regular program allowed both special education and regular education to develop their specialties without adhering to one of the end purposes of the education organization, social development and human relations.

As Meisgeier (1979) observed:

In the past, organizations have developed sub-or parallel systems to deal with children and programs that did not fit into either the behavior or programmatic regularities. . . . For example, one of the major effects of large-scale testing programs has been to identify behavioral irregularities, remove them from the main system, partially or totally, and place the burden of resolving the irregularities upon the children, parents or staff of the sub-or parallel system. Little or no adaptation or modification was made in the main system. (p. 136)

The interdepartment communication problem can best be illustrated by viewing the total process of education, generally along a K-12 continuum with breaks in the process at specific intervals; K-6, or K-5; 7-9 or 6-8; 10-12 or 9-12. The articulation difficulties which develop between the elementary division and secondary division typify the communication problem. Thus, the use of process departmentalization necessitates some form of centralized coordination.

Specific Proposition Seven

The managerial subsystem must ensure linkage among departments of the school district for the purpose of

cross-level communication, integration and coordination of activities, and evaluation.

This proposition is a logical extension of general propositions three, four, ten, and eleven. Essentially, the general propositions cited above recognize that an organization, in order to function properly, must ensure the development of a managerial subsystem that coordinates the growth of the organization by maintaining control over the tendency to over-specialize and allowing for problem solving among the various components.

Oldridge (1977) observed that "education is already fragmented to the point where the sum of our parts no longer forms a recognizable whole" (p. 169). Pincus (1973) found that the "quality of school service can vary substantially within a district, which often creates serious perceived issues of equity along income, race, and neighborhood lines" (p. 114). The use of a system's approach is advocated as a "technique to prevent splintering or fragmentation of a field by bringing component parts, subsystems, or elements into a total relationship with each other" (Lerner, 1973, p. 16). This approach will also assist in the integration of a fragmented organization, since one goal of systems analysis is to

provide a means of crossing boundaries and of bringing diverse elements and operations and specialists toward a definite systems purpose. Certainly such purposes are desirable for the field of special education (Lerner, 1973, p. 16)

and its interactions with the general education program.

The application of general systems theory to the education organization will direct attention to overall institutional goals. This "focus on institutional expectations will increase the efficiency and effectiveness of the system" (Schworm, 1976, p. 184).

In 1979, Galloway reported that Public Law 94-142, The Education for All Handicapped Children Act of 1975, has had a major impact on school systems. One problem which Galloway identified was that the administrative, supervisory, instructional, and non-instructional "staff is expected to perform new duties without appreciable diminution of previous responsibilities." (p. 8)

Tice (1979), a practicing classroom teacher who has seen first hand the law in operation, stated:

In my view--and I believe it is shared by a large number of America's practicing classroom teachers--the actual implementation of P.L. 94-142 has been a disaster for American public schools and the children, both handicapped and non-handicapped, who should be benefiting directly or indirectly. . . .

The federal government mandated upon local authorities through P.L. 94-142 an expansion of expensive services to handicapped children without supplying adequate funding. . . . The bottom line has been that local funds have had to be transferred from ordinary school programs in order to pay for Washington's mandate. In many places, particularly where budgetary crises already existed, this has meant that serious cutbacks in services to non-handicapped children have had to be made in order to provide the services to handicapped children. . . .

The complicated and time-consuming processes built into P.L. 94-142, along with the mountainous paperwork...have captured more and more of the time of the professionals who used to spend this time actually working with children. . . .

A great many school systems . . . have introduced handicapped children into classrooms of teachers who are neither by temperament nor training prepared to meet the specific needs of these children. It is the rare school system that has a comprehensive and effective inservice system of training for its teachers. (p. 30)

The enactment of P.L. 94-142 in 1975 provided hope and optimism for the education of the handicapped. Halpert (1979) indicated that four years after the enactment of P.L. 94-142 special education programs have to "contend with only varied degrees of compliance, confusion concerning their implementation, open hostility from local school boards, and in many instances total disregard" (p. 31). According to Halpert (1979), implementation of P.L. 94-142 has been unsuccessful for the following reasons: lack of understanding, resistance by administrators and teachers, fiscal constraints, and even indifference by parents (p. 31). In addition, the failure of the proponents of mainstreaming to develop a "comprehensive program that takes into account the issues of labeling, placement, and articulation of special and regular education programs and staff" (Halpert, 1979, p. 31) is a major factor impeding the successful implementation of P.L. 94-142. The reason that the school district must consider these problems is that "the education of the handicapped is no longer a problem confined to the bureaus of special education. Rather, it is now dependent on the coordination of both

special and regular education programs" (Halpert, p. 31). Thus, the managerial subsystem of the education organization must provide a mechanism which will serve to coordinate and integrate educational programs.

Halpert suggested that

our present educational structure which dicotomizes special and regular programs must be replaced by a comprehensive system which allows for the free movement between systems for all children demonstrating academic deficit. (1979, p. 32)

Pugach (1979) emphasized that

a sense of separateness continues to exist, paradoxically, in the name of putting an end to just such separation. Educators seem to be stuck on the concept of one category for the handicapped and another for the nonhandicapped. (p. 12)

The extent to which the "system of discriminating between handicapped and nonhandicapped is ingrained in education" (Pugach, 1979, p. 14) must be realistically examined. It is obvious that one means of rectifying the situation is to view the special education program as an integral part of the regular education program and design an organization which reflects this integration.

The school district must provide appropriate communication processes.

"Communication is the process by which information, decisions, and directives are transmitted among actors and the ways in which knowledge, opinion's and attitudes are formed or modified by interaction". (Loomis, 1960, p. 30)

In the school district there must be horizontal as well as vertical communication. At the technical level, (units

and components) the use of a linking pin model (Likert, 1961) for coordination, communication, and evaluation will allow for the integration of the system as a whole.

For the school district to perform its function there must exist a cross-level process which allows for communication, coordination, and evaluation. The managerial subsystem must consider the goals and values, the psychosocial, the technical and the structural consequences when designing this process.

To achieve "system wide control and coordination among distinct work units" (Paul, 1976, p. 21) the education organization will use hierarchical (vertical) communication. Subsystem coordination can be influenced by "horizontal communication among interdependent role incumbents" (Paul, 1976, p. 21). The structure which the managerial subsystem uses to form the organization is observable in the "coordination between work units, hierarchical communication, role specialization and role clarity" (Paul, p. 29).

Specific Proposition Eight

- To ensure dynamic equilibrium, the managerial subsystem must ensure that the school district has procedures for adapting to change.

General propositions one, two, five, ten, and eleven provide the theoretical framework for this specific proposition. Basically the general propositions state that general systems theory recognizes the effect which the

internal and external environment have on the organization. The importance of the system's ability to react (adopt a change) as it is a part of the problem-solving process is key to the system's survival.

In the school district, the "opportunity to evoke relevant and lasting change in the instructional and administrative value systems of education is beckoning" (Schworm, 1976, p. 184). The school district must consider the effect on the technical level if changes are introduced abruptly. To illustrate, Orlosky and Smith (1972) provided the following guidelines for planning a change in education that can be applied to the provision of special education services:

First,

a change that requires the teacher to abandon an existing practice and replace it with a new practice risks defeat . . . unless strong incentives . . . are provided. (p. 414)

Those incentives must be tempered to be encouraging, attractive, and meaningful for the teacher to pursue (p. 414). The importance of the psycho-social subsystem is clear.

Second, changes in the instructional system must be diffuse. A change may be more effective in a specific school when the administrative, instructional and non-instructional staff are involved in the process. For "no matter how loudly it may be acclaimed . . . [no change] is

likely to become widespread or permanently entrenched without a plan for diffusion" (p. 414). The goals and values subsystem must also be considered when the organization contemplates a change.

Third, administrative and instructional changes that "have the support of more than one critical element are more likely to succeed" (p. 414). The positive involvement of parent-teacher associations, teacher unions and professional associations, and various community organizations should decrease resistance to change. The impact of the structural subsystem and environmental suprasystem must be acknowledged and strategies for change planned with their influence considered.

Fourth, if educational personnel are required to relinquish power or if their own roles are doubted, resistance to change will increase. "Accompanying legislative, legal, and financial impetus increases the probability of success in such changes" (p. 414).

Fifth, and perhaps most important,

the weight of the cognitive burden must be carefully considered. If teachers in the old models are not required to learn too many facts and procedures all at once, the change is more likely to persist and gain support. . . . For example, if the total model structure or instructional system is to be changed, it should be done in stages. The source of change does not appear to be the critical factor; however, the support the change receives and the kind of strain it places upon the school personnel involved will undoubtedly be the deciding factors. (p. 414)

The managerial subsystem must ensure that the psychosocial, structural, technical, and goals and values subsystems are functioning in a manner that enhances the ability of the system to adopt and adapt to change.

Specific Proposition Nine

The growth of components within the school district must be carefully monitored to ensure that the development of the hierarchical structure and the echelons within that structure operate effectively and efficiently.

This specific proposition is derived from general propositions four and ten. The general propositions state in essence that the managerial subsystem must ensure that (a) coordination of activities occurs within and among the components and that (b) inherent communication problems which arise when an organization develops can be controlled through the monitoring of growth within the organization.

The school district must develop a structure which allows for the growth of departments and components while enhancing the interrelationship among different segments of the organization. Several writers in the area of educational administration have recognized the problem. In separate studies, Derr and Gabarro applied the Lawrence and Lorsch (1967) theory of integration and differentiation to the school system. These studies were jointly reported by Derr and Gabarro in 1972. Lawrence and Lorsch had postulated that "the greater the differentiation among

parts the more difficult it was to bring about integration of effort" (Derr & Gabarro, 1972), p. 27). The Gabarro study dealt with the effect of increasing minority enrollments upon the school system. He found that

adapting to the needs of increased minority enrollments required both differentiation and integration, and that the system judged to be more adaptive (in terms of sustained performance over the most recent ten year period of increasing minority enrollments) had attained higher states of differentiation and integration than the less adaptive system. (p. 29)

The findings of the Gabarro study also indicated that the degree of dependence on support from pupil services and curriculum specialists corresponded with increases in the unit's minority enrollment.

Integration and differentiation problems can occur when the school district does not monitor its internal elaboration. Derr and Gabarro (1972) noted that the management structure of the more adaptive school system emphasized "joint decision making and conflict resolution" (p. 31). This school system also "employed more elaborate integrating mechanisms for achieving coordinated effort" (p. 31).

. Meisgeier (1979) discussed the problems created when the school district fails to control growth of its sub-system with respect to the special education program. He stated:

In the past, organizations have developed sub-or parallel systems to deal with children and programs that did not fit into either the behavior or

programmatic regularities. . . . For example, one of the major effects of large-scale testing programs has been to identify behavioral irregularities, remove them from the main system, partially or totally, and place the burden of resolving the irregularities upon the children, parent, or staff of the sub-or parallel system. Little or no adaption or modification was made in the main system. In fact, the effect of these mechanisms was to reinforce the behavioral and programmatic regularities of the mainstream. (p. 136)

Burrello, Strout, and Siantz (1979) examined several of the provisions mandated by Public Law 94-142. They concluded that implementation of the

individual educational planning process and placement in the least restrictive environment . . . require significant changes in . . . values, norms, organizational structures, roles, problem solving methods, communications and reward systems. (p. 36)

They suggested that the following changes may be required in school districts, schools, and individuals:

- (a) the organization and structuring of school districts to foster the integration of pupils, instructional staff, and teachers, rather than differentiation based on handicap (p. 36);
- (b) two-way communication between the various responsible members of the educational program (parents, instructional staff, administrators) (p. 36);
- (c) program development that reflects joint decision making and collaborative planning (p. 36);
- (d) the responsibility for the education of pupils enrolled in district school resting with all

educators, not just one specialized group of educators;

- (e) the provision of incentives to "encourage participation and reward exemplary practice in educating handicapped children in the regular classroom as appropriate" (p. 36).

It is clear that the structure of the school district can have an impact upon the educational programs in operation. When the school district leadership carefully designs and controls the growth of departments, the integration and differentiation problems which arise can be alleviated. Thus it is important for the school district to monitor growth.

Specific Proposition Ten

The school district leadership must ensure that the interdependence of the psycho-social subsystem and the technical subsystem is maximized.

General propositions eight and nine provided the theoretical foundation for the derivation of specific proposition ten. In essence, these propositions state that in order to maximize goal accomplishment the compliance model adopted at each level of the organization must consider both the individual needs and the technological resources available to the organization.

For the school district, problems in the psycho-social subsystem and the technical subsystem have been identified by various writers. Pincus (1973) stated that the "technology of schooling is unclear, . . . we don't know what

the educational production function is, or even if there is one" (p. 114). He noted that there was no satisfactory method for the school system to apply in order to measure "many of the multiple outcomes of schooling," (p. 114) nor a way to adjust for differences in pupil and teacher quality, nor a method to account for the interaction among pupils, instructional staff and the curricula (Pincus, p. 114). Pincus also noted that, in general, "we are often unsure whether one method of providing school services is consistently better in terms of outputs, effects, however defined, than any other method" (p. 114).

The findings of Jones, Gottlieb, Guskin, and Yoshida (1978) have an impact upon the psycho-social, as well as, the technical subsystem. First, they found that the "overwhelming majority of regular class teachers feel they are ill equipped to deal with handicapped children" (p. 594). Second, "these teachers were not doing anything extraordinary to accommodate the needs of exceptional children in their classes" (p. 594). The Jones, Gottlieb, Guskin, and Yoshida (1978) survey of studies conducted in the area of evaluating mainstreaming concluded that "regular class teachers harbor generally negative attitudes . . ." toward handicapped children and that the teachers' instructional practices were "not geared toward accommodating children whose ability levels and needs are widely discrepant from those of the majority of pupils in their classes" (p. 594).

Mitchell (1979) indicated that a new strategy must be developed in education. This strategy must encompass the following:

- (a) a nexus of delivery systems designed to allow rapid and varied response to pupils' needs (p. 5);
- (b) an increase in the degree of autonomy which the unit administrator can exercise "so that resources can be moved around more freely" (p. 5). (The autonomy must be tempered through monitoring to ensure that instructional tasks are accomplished);
- (c) the development of "preservice and inservice training" (p. 5) which will prepare administrators, teachers, instructional and non-instructional paraprofessionals to assume the responsibilities for furthering "social development as . . . an integral part of all learning" (p. 5). This is a key concept which is essential to the linkage of special and general education. The school district must adopt a policy which states that

all children need continual association with other children and with adults in relationships that closely resemble what should obtain in the real world. For handicapped children this means that frequent close association with nonhandicapped children in an environment of acceptance is as essential to their academic and social growth as is the expertise specialists can bring to bear upon their special needs;

- (d) adaptations to the present structure of the delivery system to accommodate released time for administrators, teachers, and other staff members in order to provide for planning, learning, and conferences. Funding and class size adjustments may be required (p. 5).

The factors which Mitchell identified are pertinent to the school district's psycho-social and technical sub-systems. It is the responsibility of the school district leadership to implement a structure which allows for the development of technology while meeting the psycho-social needs of individuals.

The Specific Propositions Reviewed

Ten specific propositions were presented in this chapter. Four of the specific propositions dealt with the school district and its interaction with its environment. The other six propositions concerned the internal functioning of the school district. These specific propositions were derived from the general propositions presented in Chapter Two. Together, the general propositions presented in Chapter Two and the specific propositions presented herein (Chapter Three) provided the theoretical framework from which a model for the integration of general and special education at the local school district level (Chapter Four) was derived.

The specific propositions presented in this chapter may be summarized as follows:

- S.P. 1 The school board must ensure that societal function is translated into goals, policy statements, and operating procedures.
- S.P. 2 The school district must develop linkages with local, state, and federal groups.
- S.P. 3 The school district will seek to control the impact of the environmental suprasystem. The form of control will vary with the hierarchical level impacted.
- S.P. 4 The school district leadership must communicate a positive, professional, effective, efficient, and responsive image of the schools.
- S.P. 5 The school district must use feedback from the internal environment to ensure the effective and efficient development of subsystems.
- S.P. 6 The managerial subsystem of the school district must provide for structure which will allow effective specialization with minimal segregation.
- S P. 7 The managerial subsystem must ensure linkage among departments of the school district which provide cross-level communication, integration and coordination of activities, and evaluation.
- S.P. 8 The school district must have procedures for the handling of change to ensure dynamic equilibrium.
- S.P. 9 The growth of components within the school district must be carefully monitored to ensure that the development of the hierarchical structure and echelons within that structure operate effectively and efficiently.
- S.P. 10 The school district leadership must ensure that the interdependence of the psycho-social subsystem and the technical subsystem is maximized.

CHAPTER IV
A MODEL FOR LINKING GENERAL AND
SPECIAL EDUCATION WITHIN AN URBAN SCHOOL DISTRICT

The purpose herein is to use the specific propositions presented in Chapter Three and conceptually illustrate how they may be specifically applied to effectively link general and special education within the context of a local school district. For the purpose of the conceptual illustration, it is assumed that the local school district has a significant school age population (50,000 or more pupils) and that within the district there is the usual bureaucratic hierarchy, such as superintendent, assistant superintendents, area superintendents, and their attendant staffs.

As one reviews the specific propositions presented in Chapter III, four basic elements arise which must be dealt with in any model for effective linkage between general and special education. These elements are (a) the essential goals and policy statements which are necessary to accomplish linkage; (b) the structural arrangements; (c) the programming and staffing; and (d) the operating procedures and associated considerations for the special education program.

In the sections that follow, the four elements are developed. Support for these elements is drawn from the specific propositions presented in Chapter III.

Essential Goals and Policies

Within the context of the specific propositions and the need for administrative policies, there will be certain goal statements and accompanying policy statements which are essential to the linkage of general and special education. Assume the school district has accepted the following ideal for all children: "Let each become all he/she is capable of being." The school district must translate this philosophical ideal into goals and policy statements that can, in turn, be translated into operating procedures. Assume the school board has recognized that the current lack of systemwide linkage between general and special education is a major obstacle to the fulfillment of this ideal. Further, it has determined that the linkage of general and special education requires significant changes in board policies. There is recognition that the subsystems in operation have separated the special education program from the general program. This segregation has caused severe dysfunction both for the special education program and for the regular program.

• In order to correct such problems and operate the school district as a single system, the following school board policies would appear appropriate:

1. The school district assumes responsibility for the provision of appropriate educational services for all pupils eligible to enroll.

2. The goal of the school district shall be to provide appropriate educational services for all pupils enrolled regardless of religion, race, national origin, color, age, sex, physical handicap, or educational exceptionality.
3. Members of the school district administrative, instructional, and non-instructional staffs shall be knowledgeable about the nature and needs of exceptional students and the goals, objectives, and activities of the special education program.
4. The development of programs and curricula for further consideration shall be the responsibility of the department of curriculum research, innovation, and development. Special education interventions, where appropriate, shall be developed in coordination with the development of the academic and vocational thrusts of the K-12 curriculum.
5. Since educational programs must be provided within the available resources of the school board and expended equitably (i.e., in such a manner that no child is excluded from a publicly supported education consistent with his/her needs), there shall be a clear method for setting the priorities for the dispersal of fiscal and human resources and the various departments

(e.g., vocational, special education, K-12 subject matter) shall be actively involved in the allocation of such resources.

6. The superintendent of schools is charged with the responsibility for the development of an organizational structure that effectively links the major divisions and departments of the school district.

These policy statements, which are critical to linking general and special education are supported by the specific propositions presented in Chapter III. Policy statements one through six can be justified from specific proposition one which, in essence, states that the school district must translate the goal(s) that society has assigned it into goal statements, policy statements, and operating procedures. The significance of this to the linkage of special and general education is clear. When the school district adopts goals concerning the presence of special education programs and their function within the framework of the whole instructional program, the "separate but equal" treatment is no longer condoned. The district, through action by the board, must establish a single school district with effective linkages among divisions and departments for communication, coordination, planning, and decision making, as well as, program and curriculum development. Policy statements one and two are

further justified by specific propositions two and four which support the notion that the school district must develop appropriate linkages with the environmental suprasystem and that the school district must communicate to the environmental suprasystem an effective, responsive, professional image. These policy statements are also justified by specific propositions two and eight which require the school district to have procedures to handle change as the district seeks to control the impact of the environmental suprasystem.

Policy statement three is further justified by specific propositions five, six, and seven which suggest that the school district administration must use feedback from the internal environment to ensure effective and efficient specialization with minimum segregation while providing for linkage among various departments for the purposes of communication, integration and coordination of activities, and evaluation. Policy statement four is further justified by specific propositions six, seven, and ten. The essence of these specific propositions is that the school district through its organizational structure encourages the integration of specializations while ensuring that the psycho-social subsystem and the technical subsystem are systematically joined. Policy statement six is further justified by specific propositions five, six, seven, nine, and ten. These specific propositions relate to the

development of the organization structure and the importance of effective linkages for communication, coordination, decision making, and evaluation.

The policy statements identified in the previous paragraphs and supported by the specific propositions focus upon linkage in the technical subsystem of the school district to allow the various departments (special education, subject-matter specialists, vocational) to work as a team in the areas of curriculum research, innovations, educational program development, equipment and facilities development, professional development, and program and budgeting development. This will eventually aid the transfer from research to inclusion in the instructional program.

The need for the school district to (a) provide a mechanism that can monitor internal and external feedback, (b) provide cross-level communication, integration and coordination of activities, and evaluation, and (c) ensure that the interaction of the psycho-social subsystem and the technical subsystem is maximized is clear. Lack of knowledge of or confusion about the purposes of the special education programs on the part of administrators, instructional, and non-instructional staff can be resolved. Exposure to information about the special education programs in the school district will alleviate many communication, coordination, and integration problems.

Essential Structural Arrangements

In order for the school district to achieve effective linkage of the special and general education programs, there are certain essential structural arrangements that must be considered. The functional organization chart depicted in Figure 1 (pp. 105-106) will assist the reader's understanding of the overall district structure proposed. Five divisions have been identified (as adapted from Knezevich, 1975, pp. 52-55) as follows: school operations; curriculum research, innovations, and development; board and external relations; personnel services; and administrative support, and financial services.

The first division is school operations. This is the technical core of the school district's delivery of educational services to children. An assistant superintendent for school operations is the administrator in charge of this division. Each of the department directors (elementary, secondary, special education, and vocational) reports to the assistant superintendent for school operations.

The second division is that of curriculum research, innovations, and development. The identification, development, and planning for the implementation of new practices falls within the parameters of this division. When a practice has been thoroughly "honed" through the research and development phase, special staff consultants

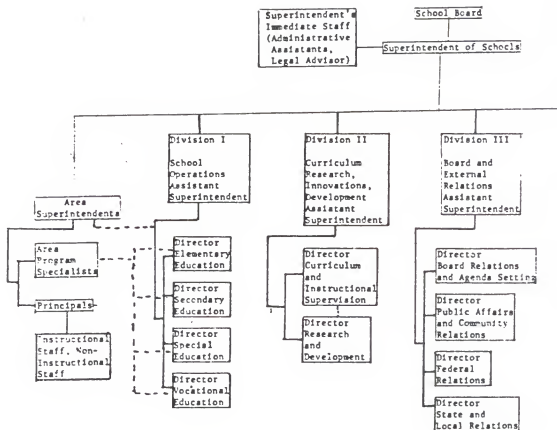
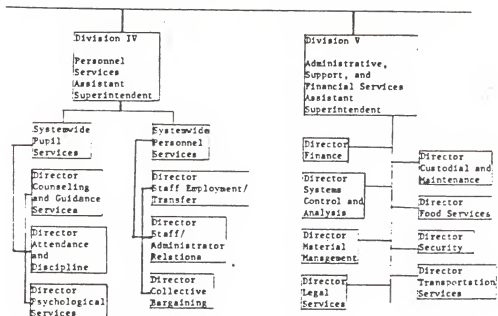


Figure 1 Overall Structural Organization of an Urban School District



are responsible for the introduction of the curriculum practice to the instructional staff in the division of school operations. Promotion of instruction falls within this area, not just the maintenance of the status quo, but the active development of the instructional staff. An assistant superintendent for curriculum research, innovation, and development heads this division.

Board and external relations make up the third division. The focus within this division is on relations between the administration and the board (including agenda setting) and relations between the district and its environmental suprasystem. The public relations department falls within this division. Liaison between the district and local, state, and federal agencies and organizations is fostered. The head of this division holds the title of assistant superintendent for board and external relations.

The fourth division is the division of personnel services. This division is responsible for (a) districtwide staff personnel services, such as, employment and transfer, administrator/staff relations, and collective bargaining; and (b) pupil personnel services, such as, counseling and guidance, discipline and attendance, and psychological services. An assistant superintendent for personnel services is in charge of this division.

The fifth division is the administrative, support, and finance division. Located within this division are the

following departments: finance (including audit, budgeting, accounting, and payroll); material management (purchasing, storage, inventory of equipment and supplies); legal services; systems control and analysis; transportation services; food services; custodial and maintenance services; and security. An assistant superintendent for administrative, support, and finance heads this division.

There would be a superintendent's cabinet. The effective administration of the school district can be ensured when the cabinet is operating properly. Districtwide coordination is encouraged by the existence of the cabinet. Membership in the cabinet includes the area superintendents, the division chiefs (assistant superintendents) and representatives from departments within the divisions, as appropriate, to the agenda.

The superintendent's cabinet serves as the chief linkage mechanism for special education on a districtwide basis. Through the use of special task forces, major problems in the linkage system (i.e., communication, coordination and integration, evaluation, program delivery) can be studied and solutions formulated.

The interrelationships among the divisions is clear. It is important for the director of special education (located in the division of school operations) to have input into the formulation and functioning of the various other departments and divisions in order to ensure effective linkage between special and general education.

The director for special education reports to the assistant superintendent for school operations; so do the directors for elementary education, secondary education, and vocational education. The director effects a liaison with the special education programs within each unit through program specialists assigned to each area office. The unit administrators (principals) have responsibility for the administration of the special education programs within each unit. The instructional staff reports directly to the unit administrator. The unit administrators report to the area superintendent. At the area level, there is an administrative team that provides technical assistance to the units located within the area. The team consists of program specialists from the division of curriculum research, innovations; and development; intervention specialists from the division of school operations; and psychologists from the division of personnel services. These specialists report to the area superintendent and link the area offices with the various divisions. At the area level the administrative team links members of different divisions. The area program specialists (i.e., subject matter specialists, intervention specialists, psychologists) serve a staff function to the units and the feeder system task forces located within each area.

In terms of formal bureaucratic authority these specialists are responsible to the area superintendent.

However, since their role serves to link the area offices with the various other central office units, they would have responsibility for working with, consulting with, and keeping informed not only the area superintendent but their respective directors in the division of school operations, division of curriculum research, innovations and development, and personnel services.

The area program specialist provides linkage between the department of special education and the area superintendent's office. The program specialist reports directly to the area superintendent. However, since the role serves to link the area offices with the department of special education, the area program specialist would have responsibility for working with, consulting with, and keeping informed both their area superintendent and the director of the department of special education. The area program specialist acts as a catalyst for policy decisions affecting the special education programs from the department of special education and as an administrative troubleshooter within the area.

• In order to break up some of the rigidity of the bureaucracy and to compensate for the shortcomings of the fairly traditional bureaucratic model which has been laid out, one major structural innovation would be necessary and this simply is the creation of a feeder system task force. The feeder system task force is a mechanism to

allow for flexibility in the bureaucracy, to gain feedback in the internal environment, and allow for linkage at the service delivery level which meets the demands of propositions five, six, seven, nine, and ten as presented in Chapter III.

Within each area, articulation along the K-12 continuum for the regular and special education programs would be accomplished via feeder system task forces consisting of a high school, its feeder junior high or middle schools, and their feeder elementary schools. Each feeder system task force would develop standing committees to deal with such concerns as programming and staffing, articulation among areas (i.e., reading, mathematics, vocational) and levels (primary, intermediate, junior high, senior high) and integration of special education programs (individual education plan, due process). Membership on the feeder system task force standing committees includes unit administrators, area program specialists, school psychologists, and representatives of the instructional staffs of each unit in the feeder system. Membership on the feeder system task force standing committees is rotated through the instructional staff of each unit to allow for participation as well as to provide for an equitable distribution of the noninstructional assignments of the instructional staff. Each member of the task force standing committee is responsible for transmitting

proceedings to their particular unit or office. This allows for cross-level linkages that aid in the coordination of the total instructional program.

The feeder system task force is the key integrative mechanism at the technical level (that level in the educational organization responsible for the delivery of services to pupils) for the general and special education programs. The authority of the feeder system task force is generally advisory in nature, thus the traditional line and staff relationships exist at the area and unit levels. However, the feeder system task force has been granted the authority to offer objection to the top level of the organization when practices being promulgated by the regular line authority (i.e., the principal, area superintendents) are not in the best interests of developing integration among the several academic programs made available to the client population.

These structural arrangements are supported by specific propositions five, six, seven, and nine. In essence, these propositions state that the school district must use feedback from the internal environment to ensure the effective and efficient development of subsystems; that the structure allow for effective specialization with minimal segregation; that linkage among departments will provide cross-level communication, integration and coordination of activities, and evaluation; and that the growth

of components will be carefully monitored to ensure that the development of the hierarchical structure and echelons within that structure operate effectively and efficiently. The administrative teams at the area level and the feeder system task force with its standing committees allows for effective specialization while minimizing segregation. In addition, this structure encourages cross-level communication, integration and coordination of activities, and periodic evaluation of programs, interactions, and linkage.

Programming and Staffing Considerations

The design of the program options available within the school district and the staff required to achieve the program goals are good examples of the need for an interrelationship between general and special education. The use of the feeder system task force as the primary configuration rather than the individual unit allows for both flexibility of program design and continuity throughout the span of contact with the client. It is responsible within the district and within each area to have several viable program options in operation. As long as the goals and policy statements identified in a previous part of this chapter and the special education operating procedures identified in the next section are in place and the special education program is a vital part of the total program, a non-graded program option, a "back-to basics"

program option, and an individualized learning module program option (to name just three) may be operationalized in one feeder system task force in each area. Each feeder system task force may develop a philosophy of education and procedures for implementing that philosophy through the K-12 continuum consistent with the goals and policy statements identified previously. The importance of this flexibility to the linkage of general and special education can be seen when the alternatives are available. First, since each child is screened prior to entrance into the first grade, the inclusion of a learning climate scale would enable assignment to an elementary school based upon potential learning style. Alternatives might be available. Parental involvement would be necessary.

Second, teachers and administrators should also be screened for philosophical views and ability to function in various learning climates (e.g., open school, self-contained classes, team teaching). Third, certain strategies, such as, learning centers, multi-media, or Montessori method will provide for the needs of many mildly handicapped youngsters. Fourth, the inclusion of special education centers within the feeder system task force will allow for continuous interaction among administrators, educators, and children with various handicaps.

The programming considerations presented in the preceding paragraphs are justified by specific propositions

one, five, six, seven, nine, and ten. In essence, these propositions state that the school district must translate the function that society has assigned it into goals, policies and operating procedures; the structure that the school district leadership adopts will allow for effective specialization and minimum segregation; and the interdependence of the psycho-social subsystem and the technical subsystem is maximized when there are delivery options available.

There are two key considerations in regard to staffing. These relate to the selection process and the qualifications of personnel. Within the division of personnel services, under the direction of the director of staff employment and transfer, the criteria for selection of administrative and instructional personnel would be developed. Representatives from special education and general education would provide input into the criteria adopted for selection. It would be mandatory that representation from special education and general education be involved in the selection process for positions with direct program responsibilities such as area superintendent, principal, area program specialist, or director of curriculum and supervision. It is desirable to have representation by special education and general education in the selection process for support management staff such as positions in management information services, finance,

transportation services, and community relations as their impact on instructional services should be considered.

With the emphasis upon philosophical and programmatic integration, applicants for positions such as area superintendent, principal, area program specialist, or director of curriculum and supervision must be required to demonstrate through academic training or appropriate experiences that they are knowledgeable about certain areas related to special education, i.e., nature and needs, instructional alternatives, diagnostic skills, administrative practices, and remediations.

An integral part of the selection process for key administrative personnel (i.e., at the central office, the area office, and in the unit) is an intensive examination of attitude about and philosophy of special education. Unit leaders must have a solid credential in the area of special education. Instructional staffing considerations are contingent upon the design of the program option.

The staffing aspects of this model are justified by specific propositions four, five, seven, and ten. These propositions in essence, state that the school district communicate a positive, professional, effective image. This is accomplished when the district uses feedback from the internal environment while ensuring linkage among departments for communication, integration and coordination of activities, and maximizing the interdependence of the psycho-social and technical subsystems.

Special Education Program Operating Procedures

Within the context of the propositions, there are certain operating procedures that are essential to the effective operation of the special education program within federal and state guidelines. The operating procedures identified in this section are required for the special education program and may be applicable to the general education program: identification and screening; procedural due process, and individual educational plan. Each of these processes is developed further in the paragraphs that follow.

Identification and Screening

The school district must establish a systematic means of screening children to identify those pupils who require special education services. The screening process will be part of an ongoing evaluation of each pupil as the pupil progresses through the educational program. Initial screening may occur prior to the enrollment of the child in a public school when that child has been identified either by the parent or personnel from one of the community agencies as a candidate for special education intervention. In any event, a general screening occurs prior to enrollment in the district's kindergarten program. The screening procedure is comprehensive (medical, psychological, aptitude, learning style) and is designed to identify each child's ability to function within a

school setting. The general screening provides information relating to cognitive learning style, and whether any intervention (physical, social, academic, psychological) is necessary to assist the pupil to participate in the public school curriculum. The entrance screening is comprehensive. It is a systemwide school entrance requirement for beginning pupils and pupils transferring from outside the district. Less comprehensive periodic evaluations are required prior to entrance into the 4th, 7th, and 10th grades. These evaluations assist the articulation process between levels.

All pupils are screened (as indicated in the programming section) to determine which program option would best fit their learning style.

When a child has been referred for further evaluation based on the screening information, parental consent must be sought prior to the initiation of an evaluation to specifically determine the pupil's educational strengths, weaknesses, needs or handicap.

Procedural Due Process

• State and federal regulations require that school districts provide certain procedural safeguards (i.e., notification prior to evaluation, impartial hearing process) to protect pupils. Among the rights guaranteed to parents are the followings:

1. Rights Relative to Access to Records

The parent may examine all records related to referral, identification, evaluation, or educational placement of the pupil. The parent is also entitled to the following:

- (a) explanations and interpretations of the school record;
- (b) copies of the records;
- (c) opportunity to seek changes in a pupil's record if the parent believes that it is inaccurate;
- (d) consent prior to disclosure of certain information; and
- (e) to request a hearing if the school district and parent are unable to reach agreement concerning contents of pupil's records.

2. Right of an Independent Evaluation

- (a) The parent may obtain an independent evaluation. This evaluation must be conducted by a licensed professional who is not an employee of the school district. The evaluation will be at public expense if the parent disagrees with an evaluation obtained by the school district and the school district either does not appeal or loses its appeal. The evaluation will also be at public

expense if a hearing officer conducting a hearing because of any action concerning a pupil's special education, requests an independent evaluation. Otherwise, the independent evaluation is at the parent's expense.

- (b) The parent may choose to offer the independent evaluation for consideration at a hearing or by the school district. It must be considered by the hearing officer or the school personnel in their decision regarding the pupil. Since the parent paid for the independent evaluation he/she may choose not to introduce it.

3. Consent or Disagreement with Proposed Placement, and Impartial Hearing Rights

- (a) The parent may refuse to agree to screening and further evaluation.
- (b) The parent may refuse to agree to the placement proposed by the school district.
- (c) The parent may withdraw his/her consent to an evaluation or placement at any time.
- (d) The parent must be notified of any action contemplated by the school district with respect to further identification, evaluation, change of placement or provision of educational services for the pupil.

- (e) When the parent and the school district are unable to reach an agreement regarding the proposed identification, evaluation, placement, or provision of educational services for the pupil, both the parent and the school district are entitled to the following rights:
1. A hearing that is conducted by an impartial hearing officer who is neither an employee of the local school district nor an individual having a personal or professional interest in the outcome of the hearing.
 2. To be accompanied and advised by an attorney or other individuals with special knowledge of exceptional citizens.
 3. To question and require the attendance of witnesses and to present evidence.
 4. To obtain a written or taped transcript of the hearing and the written findings and decision of the hearing officer.
- (f) The decision of the hearing officer may be appealed to the chief state school officer for review. Within 30 days of the request for a state-level review, a decision must be

rendered. This decision may be appealed to the courts.

- (g) The pupil will continue in his/her present program during all hearing and appeals. The parent may agree to a compromise placement with the school district during the hearing and appeal process.
- (h) A surrogate parent will be appointed to represent the child if a parent or guardian cannot be located.

4. Rights Relative to the Individual Education Plan (IEP)

Parents have certain rights in conjunction with the development and implementation of a pupil's IEP. Parents must be invited to participate in meetings. They may request revisions in the IEP, the presence of other parties at the meeting, and a due process hearing if disagreements arise. The district must provide a copy of the IEP to the parent. There must be an annual review of the IEP and the pupil's school performance for the purpose of specifying the future educational program for the pupil.

The operating procedures in the area of identification, screening, placement and procedural due process rights are supported both by legal justifications (i.e.,

Public Law 94-142) and the specific propositions presented in Chapter III. The school board ensures that the societal function assigned to it in the area of special education is being adequately fulfilled through the adoption of the operating procedures identified in the preceding paragraphs. In addition, the school district communicates a positive, professional, effective, and responsive image of the schools (specific propositions one and four).

Individual Education Plan

Consistent with the parental rights mentioned above, the school district requires that an individual education plan be developed for each pupil receiving special education services. In addition, in keeping with the goal of maximizing each pupil's potential, the district will consider writing IEPs for all pupils beginning with first graders.

Following the evaluation, a meeting between the parents, school personnel, and if appropriate, the child, is scheduled. The purpose of this meeting is to discuss the results of the evaluation and to begin the process for determining an appropriate educational program for the pupil. The IEP provides an individualized guide for the instructional and resource staff. The IEP must consider the child's unique educational needs while determining annual goals and allocating resources to achieve the educational objectives. A method of evaluation to determine

program effectiveness must be selected. The IEP must contain the following statements:

- (a) the child's present level of educational performance;
- (b) the annual goals, including short-term instructional objectives;
- (c) the specific educational services to be provided;
- (d) extent of participation in regular education programs;
- (e) when services will begin and the anticipated duration of those services; and
- (f) evaluation procedures for determining achievement of instructional objectives.

Re-evaluation of all pupils receiving special educational services is required every three years. When appropriate this evaluation may occur earlier. Parents must be notified prior to re-evaluation. When a pupil no longer requires special education services those services are terminated.

The individual education plan can be justified from a legal standpoint as well as from the specific propositions. The IEP draws its theoretical support from specific propositions six, seven, and ten. These propositions essentially state that the structure of the schools will be such that effective specialization with minimal segregation is achieved. Thus the extension of the IEP to all

pupils will assist the coordination and integration of the special education programs. The IEP also encourages cross-level communication, integration and coordination of activities, and evaluation. In addition, the interdependence of the psycho-social and the technical subsystem is maximized.

The Linking Model in Brief

The focus of this chapter has been on the presentation of four basic elements, goal, and policies; structural arrangements; programming and staffing; and special education operating procedures which were essential for linking general and special education in an urban school district. Specifically, in regard to goals and policies it is suggested that there is a need for the school district to be operated as a single school district. To achieve this unity the school district should adopt policies to the effect that (a) the school district will provide appropriate educational services for all eligible pupils; (b) the school district's employees will be knowledgeable about exceptional pupils and the special education program; (c) special education interventions shall be developed in coordination with the development of the academic and vocational thrusts of the K-12 curriculum; and (d) the dispersal of funds for educational programs shall be accomplished in an equitable manner.

With regard to structural arrangements, a basic bureaucratic structure will suffice if it is supplemented

with a proposed task force feeder system designed to provide flexibility along with coordination and integration of educational programs. Programming and staffing considerations that are deemed essential relate to (a) the viability of alternative programming options that are consistent with the goals and policies previously identified; (b) the selection of applicants for positions with direct program responsibilities such as area superintendent, principal, or program specialist, who have demonstrated through academic training and/or appropriate experiences that they are knowledgeable about special education; and (c) mandatory representation from special education and general education in the process of selecting persons for positions with direct program responsibilities such as area superintendents, principals, area program specialists, and directors of curriculum and supervision.

With regard to the procedures and considerations for special education, attention has been given to procedural due process, individual education plans, and identification and screening procedures as well as to linkage areas to ensure communication, integration and coordination, and evaluation.

CHAPTER V
CONCEPTUAL VALIDATION OF THE MODEL FOR LINKING GENERAL
AND SPECIAL EDUCATION WITHIN AN URBAN SCHOOL DISTRICT

The focus of the present chapter is on the conceptual validation of the model to link general and special education. The method used to assess the model involved three steps. First, a 5-part synopsis of the model was assembled. The material contained in the synopsis included the background of the model; essential goals and policy statements; the structural arrangements required to effect linkage; programming and staffing considerations; and operating procedures for special education. In addition, a series of statements was formulated to determine (a) for theoretical purposes, the consistency of the model with the general systems principles presented, and (b) for operational purposes, the perceived necessity for effecting linkage between general education and special education.

Second, a pilot administration of the synopsis was conducted. A general education administration academician, a special education academician, and a special education administration practitioner participated in the pilot administration. Their comments were considered and clarifications were incorporated accordingly. The appendix is a copy of the resulting synopsis of the proposed

model (including the section containing the statements). As can be seen from the appendix, the 25 statements (three containing three parts) were in four sections corresponding with the sections of the model--essential goals and policies, structural arrangements, programming and staffing considerations, and special education operating procedures. A 5-point scale was used for judging both the consistency of the statement with general systems principles, and their necessity for general education and special education linkage. With reference to consistency with the general systems principles, the scale read as follows: 1-It is not consistent; 2-Some doubt that it is consistent; 3-Unable to judge; 4-It is probably consistent; and 5-It is consistent. With reference to necessity for general education and special education linkage, the scale read as follows: 1-It is not necessary; 2-Desirability is doubtful; 3-Unable to judge; 4-It is desirable; and 5-It is essential. Also included in the instrument was a "general scale" on which the panel rated the probability (on a scale of 1-10, with 1 being the lowest and 10 the highest) that the model would link general and special education.

Third, a panel of experts was selected to read the synopsis and respond to the statements contained therein. The panel consisted of four persons, two academicians (one from special education administration, the other from general education administration) and two practitioners (a

special education administrator and a general education administrator). The two academicians included an assistant professor of special education who had a background in special education administration in an urban school district in the Midwest and an associate professor of general education administration who was a former superintendent of schools in two southern school districts. The two practitioners included a director of special education in a large urban school district and an area superintendent in a large urban school district who had also been employed in the central office as a director of personnel services and as an administrative assistant to the superintendent. Participation was voluntary and each member of the panel acted independently. The completed instruments were reviewed and the results were analyzed. The analysis and discussion are presented in the sections that follow.

Responses to Statements Related to Essential
Goals and Policy Statements

Nine statements related to goals and policies were formulated. Table 2 depicts the reaction of the four panelists to each of these statements. One statement received a rating of 5.00 (5-It is consistent) by all members of the panel. This item related to establishing a method for setting priorities for the dispersal of human and fiscal resources with input from those affected by the allocation of the resources. The mean response of the panel members on seven of the items was in the 4.25 - 4.75

TABLE 2

RESPONSES OF PANEL MEMBERS TO ITEMS RELATED TO CONSISTENCY AND
NECESSITY OF ESSENTIAL GOALS AND POLICY STATEMENTS

Statement Number1	Panel Member Responses								Mean Responses con. nec.
	A con.2 nec.3	B		C		D			
		con.	nec.	con.	nec.	con.	nec.		
1a.	5	5	5	4	3	4	5	4.50	4.50
1b.	5	5	5	4	1	4	4	4.50	3.75
1c.	4	5	5	2	1	3	3	3.50	3.50
2.	4	5	5	4	5	5	5	4.50	5.00
3.	4	4	5	4	5	4	5	4.25	4.75
4.	4	4	5	5	5	4	5	4.50	4.50
5.	4	4	5	3	2	5	5	4.25	3.25
6.	5	4	5	4	5	5	5	4.75	4.50
7.	5	5	5	5	5	5	5	5.00	5.00

Notes:

- See Appendix A for the statement.
- Refers to consistency of the statement with general systems theory using the following scale: 1- It is not consistent; 2- Some doubt that it is consistent; 3- Unable to judge; 4- It is probably consistent; 5- It is consistent.
- Refers to necessity for general education/special education linkage using the following scale: 1- It is not necessary; 2- Desirability is doubtful; 3- Unable to judge; 4- It is desirable; 5- It is essential.

range indicating that at the very least these statements were probably consistent with general systems principles. One statement (Items 1a and 1b) dealt with the problem of the school board's translating into policy the philosophical, legal, and educational values of the state and local communities. Another statement dealt with the school district's duty to assume responsibility for the provision of education for all pupils eligible to enroll. Two statements dealt with development of the administrative, instructional, and noninstructional staff's knowledge of the nature and needs of exceptional learners and the goals, objectives, and activities of the special education program. And two statements dealt with the responsibility of the division of curriculum research, innovations, and development for program and curriculum development including special education interventions.

The only statement that did not receive a mean score of 4.00 or more dealt with the translation of the legal, philosophical, and educational climate of the nation into board policy. The mean response of 3.50 on this statement indicates that the panelists were unable to judge its consistency.

On the necessity of the goals and policies for general education and special education linkage, the mean response on six of the nine statements was 4.50 or higher indicating that at the very least the policies are desirable.

Two of these statements were identified as essential (rated 5) to the linkage of general and special education. These were items that related to the school district's responsibility to provide appropriate educational services for all pupils eligible to enroll and to the establishment of a method for setting priorities for the dispersal of human and fiscal resources with input from those affected by the allocation of such resources. Four of the items had a mean response in the 4.50 - 4.75 range indicating that the panelists deemed that these statements are at the very least desirable for general education and special education linkage. These statements (1a, 3, 4, and 6) related to the translation by the school board of the community's, educational, philosophical, and legal values into goals and policies; development of the administrative, instructional, and noninstructional staff's knowledge about the nature and needs of exceptional learners and the goals, objectives, and activities of the special education program; and development of special education interventions in coordination with the academic and vocational thrusts of the K-12 curriculum.

Only three statements were rated below 4.00 (4-It is desirable). The mean responses ranged from 3.25 to 3.75. Two of the statements referred to translating into board policy the philosophical, legal, and educational values at the state and federal levels. The third statement dealt

with the placement of responsibility for the development of curriculum and programs in the Division of Curriculum Research, Innovations, and Development. In a comment, the general education administrator expressed concern about the placement of curriculum development in a separate division. The mean responses of 3.25, 3.50, and 3.75 indicated that the panel was unable to judge whether these statements were necessary for general and special education linkage. Most statements related to goals and policies were seen as contributing to general education and special education linkage.

Responses to Statements Related to the
Structural Arrangements

A typically bureaucratic structural arrangement was proposed with one addition to allow for flexibility and enhance the linkage between general education and special education. A series of 14 statements was formulated relating to the structural arrangements depicted. The results of the responses of the panel to each of these statements are presented as Table 3. The mean responses of the panel with regard to consistency of the statements with general systems theory ranged from 4.00 through 5.00. Five statements were rated 5 on consistency by each of the panelists (13, 14a, 14b, 14c, and 15). These statements related to the feeder system and its function in the area of feedback from the internal environment; the

TABLE 3

RESPONSES OF PANEL MEMBERS TO ITEMS RELATED TO CONSISTENCY AND
NECESSITY OF THE STRUCTURAL ARRANGEMENTS

Statement Number 1	Panel Member Responses						Mean Responses con. nec.	
	A con. 2 nec. 3	B		C		D con. nec.		
		con.	nec.	con.	nec.			
8a.	5	5	2	4	5	5	4.75	4.25
8b.	5	4	3	4	3	5	4.25	3.75
8c.	5	4	3	4	2	5	4.25	3.50
9.	5	5	2	4	4	5	4.75	4.00
10.	4	4	5	5	5	5	4.75	4.75
11.	5	5	4	4	4	5	4.50	4.25
12.	5	4	5	4	5	4	4.50	4.50
13.	5	5	5	5	5	5	5.00	5.00
14a.	5	5	4	5	5	5	5.00	4.75
14b.	5	5	5	5	5	5	5.00	5.00
14c.	5	5	4	5	5	5	5.00	4.75
15.	5	5	5	5	4	5	5.00	4.75
16.	4	4	5	5	4	5	4.75	4.50
17.	4	4	5	2	2	5	4.00	4.00

Notes:

1. See Appendix A for the statement.
2. See Table 2 Note 2.
3. See Table 2 Note 3.

active involvement of administrators, area program specialists, and instructional personnel on the feeder system task force that allows for (a) communication, (b) integration and coordination, and (c) evaluation; and linkage at the service delivery level. Nine statements received a mean response score in the 4.00 - 4.75 range (4-It is probably consistent) indicating that these statements are probably consistent with general systems theory.

Twelve of the 14 statements regarding necessity for general education and special education linkage had mean responses between 4.00 and 5.00 indicating that these statements are at the very least desirable for linkage. Two of the statements received a 5 rating from each panelist indicating that these were deemed essential to general and special education linkage.

These items (13 and 14b) dealt with feedback from the internal environment as a function of the feeder system task force and the active involvement of administrators, area program specialists, and instructional personnel on the feeder system task force to aid integration and coordination of special education programs. Ten statements related to structure had a mean response in the 4.00 - 4.75 range indicating that these statements were at the very least desirable to general education and special education linkage. Two of these statements dealt with the function of the superintendent's cabinet as a districtwide mechanism for linkage and the use of special task forces

at this level to focus on problems related to special education. Seven of these statements dealt with the feeder system task force, its structure, authority, and membership. One statement dealt with communication between the school district and local organizations. In a comment, the general education administration academician noted that the key to linkage must be at the service delivery level. In another comment, the general education administration practitioner placed the psychologists in the area office. Only two statements (8a and 8b) had mean responses below 4.00 (4-It is desirable). These two statements had mean responses of 3.50 and 3.75 indicating that the panel was unable to judge the necessity of these statements for linkage. These statements were related to communication between the school district and state organizations and the school district and federal organizations.

In brief, two of the statements related to structure were deemed essential for general education and special education linkage. Ten of the statements related to structure were deemed desirable for general education and special education linkage. The panel was unable to judge the necessity for linkage of two statements.

Responses to Statements Related to
Programming and Staffing Considerations

Five statements related to programming and staffing considerations were formulated. The results of the

reactions of the panelists were tabulated and are shown as Table 4. On the consistency scale four of the five statements related to programming and staffing had a mean response in the 4.25 - 4.50 range indicating that the statements were probably consistent with general systems theory. Two of these statements dealt with the use of a learning climate scale to assist in classroom placement and the use of a variety of strategies and instructional techniques to allow for the provision of instructional services to handicapped youngsters in the general program. Two of these statements dealt with mandatory representation from general education and special education in the selection process for positions with direct program responsibilities and the requirement that applicants for such positions demonstrate knowledge about special education. Only one statement received a mean rating below 4.00 (4-It is consistent). This statement with a mean response of 3.50 indicating that the panel was unable to judge whether the statement was consistent with general systems theory, related to the recommended participation of general education and special education in the selection process for positions in management support fields such as finance.

With regard to the necessity for general education and special education linkage, four of the five statements related to programming and staffing had a mean response in

TABLE 4

RESPONSES OF PANEL MEMBERS TO ITEMS RELATED TO CONSISTENCY AND
NECESSITY OF THE PROGRAMMING AND STAFFING CONSIDERATIONS

Statement Number1	Panel Member Responses						Mean Responses con. nec.		
	A		B		C			D	
	con.	nec.	con.	nec.	con.	nec.			
18.	4	4	3	3	5	4	5	4.25	4.00
19.	5	5	5	5	5	5	3	4.50	4.50
20.	4	5	5	5	4	2	5	4.50	4.25
21.	4	4	3	3	2	1	5	3.50	3.25
22.	5	5	5	5	3	3	5	4.50	4.50

Notes:

- See Appendix A for the statement.
- Refers to consistency of the statement with general systems theory using the following scale: 1- It is not consistent; 2- Some doubt that it is consistent; 3- Unable to judge; 4- It is probably consistent; 5- It is consistent.
- Refers to necessity for general education/special education linkage using the following scale: 1- It is not necessary; 2- Desirability is doubtful; 3- Unable to judge; 4- It is desirable; 5- It is essential.

the 4.00 - 4.50 range. The support for these statements means that they were judged at the least as desirable for linkage between general education and special education. The fifth statement was rated 3.25 indicating that the panelists were unable to judge the necessity of this item for general education and special education linkage. This statement dealt with recommended participation from general education and special education when the selection is for a position in a management support field (e.g., financing).

Responses to Statements Related to the Special Education Operating Procedures

The model made provision for special education operating procedures. Most of these provisions had been mandated by legislation or court decisions. Three statements related to special education operating procedures were formulated. Table 5 depicts the reactions of the four panelists to each of these statements and shows that they were rated 5 relative to consistency by all panelists and therefore judged consistent with the general systems theory presented. The statements dealt with student identification, screening, individual education plans (IEPs), and procedural due process.

With regard to necessity for general education and special education linkage, two of the three statements were rated 5 by each of the panelists. These statements dealing with pupil identification, screening, and IEPs and

procedural due process were deemed essential. The third statement received a mean rating of 4.75 and appeared at the very least to be desirable. This statement related to the overall operating procedures for special education.

Responses to the General Scale

Each member of the panel was asked to rate the model in terms of probability of achieving linkage between general education and special education within an urban school district. On a scale of 1 to 10, with 1 being the lowest and 10 the highest, this model received the following ratings: 3.50 from the general education academician; 4.00 by the special education academician who indicated that the model did not deal with power in regard to special education; 7.50 from the general education administrator; and 9.00 from the director of special education who indicated that the model dealt with important areas of concern regarding the linkage of general education and special education.

The Results of the Conceptual Validation in Brief

The 4-member panel was asked to react to 25 evaluative statements, 3 of which contained 3 parts, regarding the consistency of the model with principles of general systems theory and the necessity of the model to effect linkages between general and special education within an urban school district. In addition, in a general statement, the members of the panel were asked to rate the overall efficacy of the model.

Nine statements were rated 5 by all members of the panel on the consistency with general systems principles scale. Six statements were rated 5 by all the members of the panel on the necessity for general education and special education linkage scale. Fourteen statements had mean ratings in the 4.50 - 4.99 range in regard to consistency with general systems principles and 13 statements were rated in the 4.50 - 4.99 range on the necessity for general education and special education linkage. Six statements had means in the 4.00 - 4.49 range in regard to both consistency with general systems principles and necessity for linkage. Two statements were rated in the 3.50 - 3.99 range on consistency and four statements were in this range relative to the necessity for general education and special education linkage. No statements on the consistency scale had mean ratings within the 3.00 - 3.49 range and two statements were rated in this range on the necessity scale.

In terms of the meaning attached to the mean ratings, 9 statements were judged consistent with general systems principles, 20 statements were judged probably consistent; and two statements were in the "unable to judge" category. On the necessity for general education and special education linkage scale 6 statements were judged essential; 19 statements were judged at least desirable; and 6 were in the "unable to judge" range.

The ratings on the "general scale" differed sharply. The model received higher ratings, 9.00 and 7.50, from the practitioners (special education director and area superintendent, respectively) and lower ratings, 3.50 and 4.00, from the academicians (associate professor of general education administration and assistant professor of special education, respectively).

CHAPTER VI SUMMARY, CONCLUSIONS AND DISCUSSION

Summary

The focus of this study was on the development, illustrative conceptual application, and conceptual validation of a model for linking special and general education at the school district level. This model was developed within the framework of (a) general systems theory, and (b) the organization of education as an open socio-technical system. In the model specific consideration was given to the following subsystems as identified by Kast and Rosenzweig (1979, p. 18): goals and values, structural, psychosocial, technical, and managerial.

There were four major phases to the investigation. The first phase was the development of general propositions from the literature on general systems theory and the Kast and Rosenzweig (1979) framework that were used as a basis for deriving specific propositions and ultimately for the development of a model to link general and special education in an urban school district. In the second phase, specific propositions were developed and used to link general and special education at the local school district level. The specific propositions were supported through the literature in education and were logical derivations of the general propositions developed in phase

one. Phase three of the investigation involved the utilization of the specific propositions to develop a model intended to effectively link general and special education. For the purposes of the illustrative conceptual application it was assumed that the local school district had significant school age population (50,000 or more pupils) and that the usual bureaucratic organization existed.

The last phase of the investigation was the conceptual validation of the model to link general and special education in an urban school district. The method used to assess the model involved three steps. First, a 5-part synopsis of the model was assembled, that included 25 evaluative statements, 3 of which contained 3 parts, about the model. A 5-point scale was used to judge both the consistency of the statements with general systems principles, and the necessity of the statements for general education and special education linkage. Also included was a "general scale" for rating the probability that the model would link general and special education. Second, a pilot administration of the synopsis was conducted. A general education administration academician, a special education academician, and a special education administration practitioner participated in the pilot administration. Their comments were considered and clarifications were incorporated accordingly. Third, a panel

of experts was selected to read the synopsis and respond to the statements contained therein. Their responses were on the 5-point scales and in terms of consistency with general systems theory and necessity for linkage. The panel consisted of four persons, two academicians (one from special education administration, the other from general education administration) and two practitioners (a special education administrator and a general education administrator). Participation was voluntary and each member of the panel acted independently.

As a result of the first phase of the investigation, 11 general propositions were derived. These 11 propositions were divided into two groups. The first group of six general propositions was derived from general systems theory and focused on (a) the organization in dynamic interaction with its environment; (b) monitoring and adapting to the internal environment; (c) organizational growth and specialization; (d) the organizational hierarchy and the need for cross-level communication, coordination, and integration; (e) goals and their function as a catalyst for orientation, guidelines, and justification; and (f) activities for survival, dynamic equilibrium, and goal fulfillment. The second group of five general propositions were derived from the Kast and Rosenzweig (1979) formulation and substantiated through the literature on organization and management. These general propositions focused on (a) the managerial subsystem

ensuring that goals are related; (b) the technical subsystem concentrating on use of organization resources and work; (c) the functioning of the psycho-social subsystem to maximize goal accomplishment and meet individual needs; (d) coordination of activities; and (e) problem-solving process.

The 10 specific propositions that resulted from phase two of the study, were also logically divided into two groups. The first group of four related to the linkage between the local school district and its environmental suprasystem. These four specific propositions focused on (a) ensuring that the societal function is translated into goals, policies and operating procedures; (b) developing linkages with local, state, and federal entities; (c) seeking to control the impact of the environment; and (d) communicating a positive, professional, effective, efficient, and responsive image. The second group of specific propositions related to the internal organization of the school district. These six specific propositions focused on (a) the use of feedback to ensure effective and efficient development of subsystems; (b) providing for a structure that allows specialization with minimal segregation; (c) ensuring cross-level linkages for communication, integration and coordination, and evaluation; (d) developing procedures for change that ensure dynamic equilibrium; (e) monitoring growth of components to ensure effective

and efficient structure; and (f) ensuring that the interdependence of the psycho-social and technical subsystems is maximized.

In phase three it was found that the specific propositions provided a logical basis for a model to link general and special education in an urban school district that gave attention to goals and policies; structural arrangements; programming and staffing considerations; and operating procedures for special education.

With regard to goals and policies, the researcher first determined that the school district must be operated as a single unit. Six policies were identified that focused directly on the linkage of general education and special education. The policies were (a) provision of appropriate educational services for all pupils eligible to enroll; (b) provision of appropriate services regardless of religion, race, national origin, color, age, sex, physical handicap, or educational exceptionality; (c) development of administrative, instructional, and non-instructional staffs that are knowledgeable about exceptional students and special education programs; (d) responsibility for curriculum development with the attendant special education provisions in a central division; (e) adoption of a clear method for setting priorities for the dispersal of fiscal and human resources; and (f) placement of the responsibility for development of an

organization structure that effectively links major divisions and departments with the superintendent of schools.

It was determined that a basic bureaucratic structure would suffice if it was supplemented with a task force feeder system designed to provide flexibility in the bureaucracy, promote coordination and integration of educational programs, gain feedback in the internal environment, and allow for linkage at the service delivery level. This was accomplished via feeder system task forces within each area that were organized along the K-12 continuum. The feeder system task force was comprised of a high school, its feeder junior highs, and their feeder elementary schools. Membership on the feeder system task included unit administrators, program specialists; school psychologists, and representatives of the instructional staff of each unit in the feeder system. The feeder system task force was the key integrative mechanism at the technical level for the general and special education programs. The authority of the feeder system task force was generally advisory. However, it would have the authority to offer objection to the top level of the organization where policies promulgated by regular line officers were not in the best interest of developing integration among the several academic programs available to the client population.

Programming and staffing considerations that were deemed essential related to (a) the viability of alternative programming options that are consistent with the goals and policies previously identified; (b) the selection of applicants for positions with direct program responsibilities such as area superintendent, principal, or program specialist who have demonstrated through academic training and/or appropriate experiences that they are knowledgeable about special education; and (c) mandatory participation in the selection process from special education and general education when the positions being filled has direct program responsibilities and recommended participation by special education and general education when the position is in a management support field, such as finance or management information systems.

With regard to the procedures and considerations for special education, the researcher determined that attention must be given to procedural due process, individual education plans, and identification and screening procedures as well as to linkage for communication, integration and coordination, and evaluation.

Each of the four panelists provided a rating for each of the evaluative statements and each responded with a general rating. Nine statements were rated 5 by all members of the panel on the consistency with general systems principles scale. Six statements were rated 5 by all the

members of the panel on the necessity for general education and special education linkage scale. Fourteen statements had mean ratings in the 4.50 - 4.99 range in regard to consistency with general systems principles and 3 statements were rated in the 4.50 - 4.99 range on the necessity for general education and special education linkage. Six statements had means in the 4.00 - 4.49 range in regard to consistency and necessity for linkage. Two statements were rated in the 3.50 - 3.99 range on consistency and 4 statements were in this range relative to the necessity for general education and special education linkage. No statements on the consistency scale had mean ratings within the 3.00 - 3.49 range and two statements were rated in this range on the necessity scale.

In terms of the meaning attached to the mean ratings, 9 statements were judged consistent with general systems principles, 20 statements were judged probably consistent; and 2 statements were in the "unable to judge" category. On the necessity for general education and special education linkage scale, 6 statements were judged essential; 19 statements were judged at least desirable; and 6 were in the "unable to judge" range.

In regard to the general rating, the four panelists differed sharply. The director of special education rated the model 9.00; the area superintendent rated it 7.50; the

special education academician gave the model a 4.00 rating; and the general education administration academician rated it 3.50.

Conclusions and Discussion

There seems to be considerable support for the general conclusion that it is possible by logical processes to derive a model to link general and special education within an urban school district from general systems principles and the concept of an organization as an open socio-technical system. This generalization seems justified in that by using related literature and logical processes the researcher was able to derive general propositions about organizations as open socio-technical systems from general systems theory and the Kast and Rosenzweig (1979) formulation. These general propositions provided a framework, along with supporting literature from the educational field, to derive a series of propositions about educational organizations. These specific propositions, in turn, were used to develop a 4-part model to link general and special education within an urban school district. Furthermore, the result of this effort was viewed as generally consistent with general systems theory and the concept of an organization as an open, socio-technical system by an external panel of academicians and practitioners representing both special education and general education administration.

The second generalization is that the elements of the model derived by the processes specified are reasonably necessary for linking general and special education. This conclusion seems justified in that, first and foremost, the model elements were logically consistent with the literature on the subject. Second, in general, the external panel judged the evaluative statements about the model to be "necessary" or at least "desirable" for effective linkage. However, there seemed to be some question in regard to at least six of the statements as to whether or not they were necessary for linkage. In all instances the items (1b, 1c, 5, 8b, 8c, and 21) received mean ratings in the 3.25 - 3.75 range. Three items related to two statements about the essential goals and policies. Statement 1 dealt with the translation of the educational, legal, and philosophical values at the state (1b) and at the federal (1c) level into school policy. Actual ratings of the panel on need to respond to state level influences were 5, 5, 1, and 4; on the necessity for response to federal influences the ratings were 5, 5, 1, and 3. The other item in the essential goals and policy area related to placement of curricula responsibility in a division of curriculum research, innovations, and development. Actual responses to this item were 4, 2, 2, and 5. Two parts of a statement related to structural arrangements were questioned. This statement related to the necessity for communication at the state and federal levels. The actual

responses of the panelists with regard to communication at the state level were 4, 3, 3, and 5; and in regard to the federal level the responses were 4, 3, 2, and 5. The other statement questioned by some panel members related to programming and staffing considerations. It dealt with participation of special education and general education in the selection process for management support positions. The actual panel responses to this statement were 4, 3, 1, and 5. As can be seen from the actual responses to these six statements, only 3 of the ratings (on 3 different statements) were 1 meaning "it is not necessary" and only 3 ratings were 2 meaning the "desirability is doubtful." Furthermore, it must be noted that there was considerable variation in the responses to the general rating on whether or not this model would in fact achieve linkage. In spite of these less than fully supportive ratings, in light of the other ratings it seems justifiable to suggest that the model has a reasonable opportunity for achieving effective linkage between special education and general education.

Assuming the model to be reasonably appropriate for linking general and special education within an urban school district a germane question arises relating to practical application of the model for urban school leaders. The answer to this query seems to be threefold. First, if urban school leaders really desire effective

linkages between special and general education within the school district they should ensure that their statement of goals and policies gives attention to appropriate educational services for all pupils, stresses the importance of all school personnel having knowledge about exceptional children and special education programs, fixes the responsibility for special education and provides for involvement of special educators in top level decision making on fiscal and programmatic matters. Second, even though a number of alternative bureaucratic structures could probably be used to link general and special education, some provision, such as a system of feeder task forces will be needed to supplement the existing bureaucratic structure. That is, the existing bureaucratic structures need to be supplemented by a formal linkage mechanism if general educators and special educators are to learn to work together effectively. Third, school leaders must place high priority on providing special education programs that are consistent with the statement of policies and goals, staffing such programs with care, and ensuring that the procedures for identifying and screening of pupils who may be enrolled in such programs are detailed, consistent with applicable law, and clearly communicated to all school employees concerned.

APPENDIX

COVER MEMO

TO: MEMBERS OF THE PANEL OF EXPERTS

FROM: LANA MONCHEK

DATE: NOVEMBER 1st, 1981

RE: REVIEW OF PROPOSED MODEL TO LINK GENERAL AND
SPECIAL EDUCATION IN AN URBAN SCHOOL DISTRICT

I have enclosed a proposed model to link general and special education in an urban school district. I appreciate your participation as a reviewer of the proposed model and your willingness to answer some questions in relation to the model.

The material attached contains six basic parts: the first part of the synopsis of the proposed model deals with the background of the proposed model; the second part deals with essential goals and policy statements that are seen as necessary; the third part deals with the structural arrangements required to effect linkage; the fourth part deals with programming and staffing considerations; the fifth part deals with operating procedures for special education; and the last part contains the questions that need to be answered.

When you have completed your review of the proposed model and the question contained therein, please return the materials to: Lana Monchek, 4617 West Hawthorne Circle, Hollywood, Florida 33021.

Thank you for your assistance with this project.

SYNOPSIS OF THE PROPOSED MODEL

A. Background of the model

In the late 1970s there was a change in philosophy with respect to special education programs provided by the public schools. This change, fostered by judicial decision and legislation, expanded the population to be served and created widespread policy, programming, and delivery dilemmas. Existing problems created by the segregation between general and special education were largely ignored as various delivery systems and intervention techniques were implemented. This lack of closure, lack of total school district perspective, increased the discrepancies among the various school district units relative to the operation and goals of special education.

Public Law 94-142, state laws, and court decisions regarding the rights of handicapped pupils imposed requirements that school districts deliver appropriate educational services to all school age children in the least restrictive environment. To do this the local school district must ensure effective linkage between general and special education. General systems thought suggests that the needed linkage can be accomplished through proper development and implementation of the following: goals and policy statements; structural

arrangements; programming and staffing provisions; and operating procedures and considerations for special education.

B. Essential Goals and Policies

In order to ensure that the linkage of general and special education is accomplished, the following board policies that focus directly on this concern are needed. (These are, of course, in addition to other usually needed policy statements).

1. The school district assumes responsibility for the provision of appropriate educational services for all pupils eligible to enroll.
2. The goal of the school district shall be to provide appropriate educational services for all pupils enrolled, regardless of religion, race, national origin, color, age, sex, physical handicap, or educational exceptionality.
3. Members of the school district administrative, instructional, and noninstructional staffs shall be knowledgeable about the nature and needs of exceptional students and the goals, objectives, and activities of the special education program.
4. The development of programs and curricula for further consideration shall be the responsibility of

the division of curriculum research, innovations, and development. Special education interventions, where appropriate, shall be developed in coordination with the development of the academic and vocational thrusts of the K-12 curriculum.

5. Since educational programs must be provided within the available resources of the school board and expended equitably (i.e., in such a manner that no child is excluded from a publicly supported education consistent with his/her needs), there shall be a clear method for setting the priorities for the dispersal of fiscal and human resources. The various departments (e.g., vocational, special education, K-12 subject matter) shall be actively involved in the allocation of such resources.
6. The superintendent of schools is charged with the responsibility for the development of an organizational structure that effectively links the major divisions and departments of the school district.

C. Structural Arrangements

The basic structural arrangements for a school district would be essentially as shown in Figure 1 (pp. 161-162). There are five divisions depicted on the organization chart: school operations; curriculum

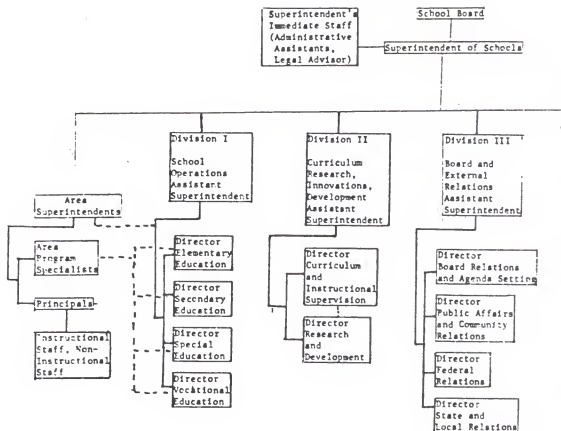
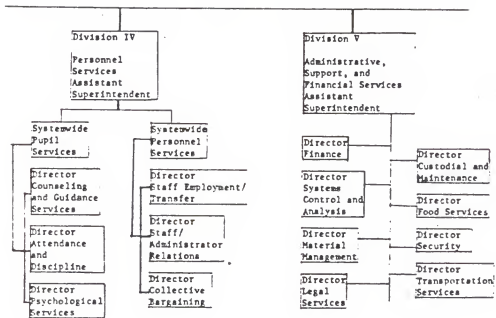


Figure 1 Overall Structural Organization of an Urban School District



research, innovations, and development; board and external relations; personnel services; and administrative, support, and financial services. Each division chief is an assistant superintendent.

The departments of elementary education, secondary education, special education, and vocational education are located in the division of school operations. Each department is responsible for the development of program, policy, planning, and administrative decision making with respect to curriculum as appropriate to the area involved. This division is the technical core of the school district's delivery of educational services to its client population. The director for special education serves as a liaison between the department of special education and the area superintendent's office.

Curriculum research, innovations, and development are located in Division II. The identification, development, and planning for the implementation of new techniques or curricula falls within the parameters of this division. Promotion of instruction also falls within Division II.

. The third division is the division of board and external relations. The focus within this division is on relations between the administration and the board; and relations between and among the district and the community, county, state, and federal entities.

The fourth division is the division of personnel services. This division handles pupil personnel services

(e.g., counseling and guidance services, attendance and discipline, psychological services) and staff personnel services (e.g., collective bargaining, employment and transfer, administrator/staff relations).

The fifth division is the administrative, support, and finance division. Located within this division are such districtwide support services as transportation, food services, custodial and maintenance services, security, and material management (purchasing, storage, inventory of supplies and equipment, and distribution). The administrative services include legal services, systems control and analysis, and finance (audit, budgeting, accounting, and payroll).

There is a superintendent's cabinet. Membership in the cabinet includes the area superintendents, the division chiefs (assistant superintendents) and representatives from various departments within the divisions as appropriate to the agenda. The superintendent's cabinet serves as the chief linkage mechanism for special education on a districtwide basis. Through the use of special task forces at the top administrative level, major problems in the linkage system (i.e., communication, coordination and integration, evaluation, program delivery) can be studied and solutions formulated.

The director of special education effects a liaison with the special education programs within each unit

through program specialists assigned to each area office. The unit administrators (principals) have responsibility for the administration of the special education program within each unit. The instructional staff reports directly to the unit administrator. The unit administrators report to the area superintendent. At the area level, there is an administrative team that provides technical assistance to the units located within the area. The team consists of area program specialists from the various divisions--curriculum research, innovations and development; school operations; personnel services. These specialists report to the area superintendents and link the area offices with the various divisions.

In order for the school district to achieve effective linkage of the general and special education programs an addition to the traditional bureaucratic model as depicted in the organization chart (Figure 1) is required. This addition takes the form of feeder system task forces. The feeder system task force is a mechanism to allow for flexibility in the bureaucracy, gain feedback in the internal environment, and allow for linkage at the service delivery level.

Within each area, articulation along the K-12 continuum for the regular and special education programs would be accomplished via feeder system task forces consisting of a high school, its feeder junior high or middle schools, and

their feeder elementary schools. Each feeder system task force would develop standing committees to deal with such concerns as programming and staffing; articulation among areas (e.g., reading, mathematics, vocational) and levels (primary, intermediate, junior high, senior high) and integration of the special education programs (individual education plan, due process). Membership on the feeder system task force standing committees includes unit administrators, program specialists, school psychologists, and representatives of the instructional staffs of each unit in the feeder system. Membership on the feeder system task force standing committees is rotated through the instructional staff of each unit to allow for participation as well as to provide for an equitable distribution of the noninstructional assignments of the instructional staff. Each member of the task force standing committees is responsible for transmitting the proceedings to their particular unit or office. This allows for cross-level linkages that aid in the coordination of the total instructional program.

The feeder system task force is the key integrative mechanism at the technical level (that level in the school district organization that is responsible for the delivery of services to pupils) for the general and special education programs. The authority of the feeder system task force is generally advisory in nature, thus the traditional line and staff relationships exist at the area and

unit levels. However, it would have the authority to offer objection to the top level of the organization where the feeder system task force views policies being promulgated by the regular line authority (i.e., the principal or area superintendent) that are not in the best interest of developing integration among the several academic programs available to the client population.

D. Programming and Staffing Considerations

There are two essential considerations, one of them would relate to programming, the other would relate to staffing. The key elements of programming would be as follows:

1. Since each child is screened prior to entrance into the first grade, and a learning climate scale is administered, assignment to a classroom or school setting can be based upon learning style.
2. Teachers and administrators are screened for philosophical views and ability to function in various learning climates.
3. A variety of strategies and instructional alternatives allow for provision of instructional services to mildly handicapped youngsters in the general program.

4. The inclusion of special education centers within the feeder system task forces will allow for continuous interaction among administrators, educators, and children.

In addition to the usual staffing considerations about selection, employment, transfer, and evaluation, the key additional elements would be as follows:

1. Representatives from special education and general education to work with the director of staff employment and transfer to develop and evaluate criteria for selection of administrative and instructional personnel.
2. Mandatory participation from general and special education on the selection committee when the applicant will have direct program responsibilities, such as, area superintendent, principal, area program specialist.
3. Recommended participation from general and special education when the selection is for a position with the support management staff (i.e., position in management information systems, finance, or community relations as their impact on instructional services should be considered.
4. Applicants for administrative and instructional leadership positions (such as area superintendent, director of curriculum and instructional supervision, area program specialist, principal, and team

leader must demonstrate through academic training or appropriate experience that they are knowledgeable about certain areas related to special education (e.g., nature and needs, diagnostic skills, administrative practices, instructional strategies, and remediations).

5. Inservice training programs are available for administrative, instructional, and noninstructional personnel.

E. Special Education Program Operating Procedures

There are certain operating procedures that are essential to the effective operation of the special education program within federal and state guidelines. The following essential operating procedures are required for the special education program and may be applicable to the general education program.

1. Identification and Screening - the school district must establish a systematic means of screening to identify those pupils who require special education services. This screening process becomes part of an ongoing evaluation of each pupil as the pupil progresses through the public school program. The screening procedure (a comprehensive educational, medical, psychological, aptitude, learning style evaluation) is designed to

identify each child's ability to function within a school setting. The screening information relating to cognitive learning style and whether any intervention (physical, social, academic, psychological) is necessary to assist the pupil. Parental permission must be obtained prior to screening and again when a child has been referred for further evaluation.

2. Procedural Due Process - state and federal regulations require that the school district provide certain procedural safeguards (i.e., notification prior to evaluation, impartial hearing process). Among the rights guaranteed to parents are the following:

- (a) access to records,
- (b) independent evaluation,
- (c) right to consent or to disagree with proposed placement,
- (d) impartial hearing, and
- (e) participation in the development of the individual education plan, input into revisions, and a copy.

3. Individual Education Plan (IEP) - an individual education plan will be developed for each pupil receiving special education services.

The district is considering requiring the IEP for all pupils. The IEP provides an individualized guide for the

instructional and resource staff. The IEP must consider the pupil's unique educational needs, determine annual goals, and allocate services to achieve the educational objectives. A method of evaluation to determine program effectiveness must be selected. Each IEP must contain the following statements:

- (a) the child's present level of educational performance,
- (b) the annual goals, including short-term objectives (instructional),
- (c) the specific educational and support services to be provided,
- (d) extent of participation in regular educational programs,
- (e) when services will commence and anticipated duration of such services, and
- (f) evaluation procedures for determining achievement of instructional objectives.

Parental involvement in the development and the implementation of the IEP is required. Re-evaluation of pupils receiving special education services must be conducted every three years.

F. Your Judgment of the Proposed Model

Having read a synopsis of the proposed model (including goals and policy statements, structural arrangements,

programming and staffing considerations, and special education operating procedures) to effect the linkage between general and special education at the school district level, you are now asked to judge the model and the extent to which it is consistent with 10 principles drawn from general systems theory as follows:

1. The school board must ensure that the societal function assigned to it is translated into goals, policy statements, and operating procedures.
2. The school district must develop linkages with local, state, and federal groups.
3. The school district will seek to control the impact of the environmental suprasystem. The form of control will vary with the hierarchical level impacted.
4. The school district leadership must communicate a positive, professional, effective, efficient, and responsive image of the schools.
5. The school district must use feedback from the internal environment to ensure the effective and efficient development of subsystems.
6. The managerial subsystem of the school district must provide for structure which will allow for effective specialization with minimal segregation.

7. The managerial subsystem must ensure linkage among departments of the school district that provides cross-level communication, integration and coordination of activities, and evaluation.
8. The school district must have procedures for the handling of change to ensure dynamic equilibrium.
9. The growth of components within the school district must be carefully monitored to ensure that the development of the hierarchical structure and the echelons within that structure operate effectively and efficiently.
10. The school district leadership must ensure that the interdependence of the psycho-social subsystem and the technical subsystem is maximized.

Following are 25 statements relative to the proposed model. Please read each statement and judge the statement in terms of (1) its necessity for effecting linkage between general and special education, and (2) its consistency with the 10 general systems principles you have just read. Please use the following scale:

Scale:	<u>Necessity for General Education/ Special Education Linkage</u>	<u>Consistency with the General Systems Principles</u>
1	It is not necessary	It is not consistent

2	Desirability is doubtful	Some doubt that it is consistent
3	Unable to judge	Unable to judge
4	It is desirable	It is probably consistent
5	It is essential	It is consistent

Example: The model to link special and general education in an urban school district incorporates society's goals with respect to the education of exceptional children.

4
necessity

5
consistency

-- PLEASE PLACE THE SCALE AND THE GENERAL SYSTEMS PRINCIPLES (Pages 14 and 15) WHERE YOU CAN SEE THEM AS YOU REACT TO EACH OF THE FOLLOWING STATEMENTS--

Items 1-7 relate to the material in section B of the synopsis

1. The policy statements presented in the model reflect the school board's translation of the legal, philosophical, and educational climate in the (a) community, (b) state, and (c) nation.

1.a. (community)	<u>necessity</u>	<u>consistency</u>
1.b. (state)	<u>necessity</u>	<u>consistency</u>
1.c. (nation)	<u>necessity</u>	<u>consistency</u>

2. The school district assumes responsibility for the provision of appropriate educational services for all pupils eligible to enroll.

2.	<u>necessity</u>	<u>consistency</u>
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3. Members of the school district's administrative, instructional, and noninstructional staffs are knowledgeable about the nature and needs of exceptional children.

3.	<u>necessity</u>	<u>consistency</u>
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4. Members of the school district's administrative, instructional, and noninstructional staffs are knowledgeable about the goals, objectives, and activities of the special education program.

4.	<u>necessity</u>	<u>consistency</u>
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5. The division of curriculum research, innovations, and development is responsible for the development of programs and curricula.

5.

necessity

consistency

6. Special education interventions, where appropriate, shall be developed in coordination with the development of the academic and vocational thrusts of the K-12 curriculum.

6.

necessity

consistency

7. A clear method for setting the priorities for dispersal of fiscal and human resources must be established, with the various departments (e.g., vocational, special education) actively involved in the allocation of these resources.

7.

necessity

consistency

Items 8-17 relate to the material in section C of the
synopsis

8. The model provides for communication between the school district and (a) local, (b) state, and (c) federal organizations.

8.a. (local)	<u>necessity</u>	<u>consistency</u>
8.b. (state)	<u>necessity</u>	<u>consistency</u>
8.c. (federal)	<u>necessity</u>	<u>consistency</u>

9. The superintendent's cabinet serves as the chief linkage mechanism for special education on a districtwide basis..

9.	<u>necessity</u>	<u>consistency</u>
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10. There is use of special task forces at the top administrative level to focus on such problems as communication, coordination and integration, evaluation, and program delivery.

10.	<u>necessity</u>	<u>consistency</u>
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11. The proposed feeder system task forces allow for flexibility within the traditional bureaucratic organization.

11.	<u>necessity</u>	<u>consistency</u>
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12. The feeder system task forces consisting of a high school and its feeder schools allows for continuity along the K-12 continuum.

12.	<u>necessity</u>	<u>consistency</u>
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13. The feeder system task force allows for feedback from the internal environment.

13.	<u>necessity</u>	<u>consistency</u>
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14. The active involvement of administrators, area program specialists, and instructional personnel on the feeder system task force allows for (a) communication, (b) integration and coordination, and (c) evaluation of ongoing special education programs.

14.a. (communication)	<u>necessity</u>	<u>consistency</u>
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14.b. (integration and coordination)	<u>necessity</u>	<u>consistency</u>
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14.c. (evaluation)	<u>necessity</u>	<u>consistency</u>
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15. The feeder system task force provides for linkage at the service delivery level.

15.	<u>necessity</u>	<u>consistency</u>
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16. The authority of the feeder system task force is restricted to objection to the implementation of policy (at the area and unit levels) that is detrimental to philosophy and program goals and hinders program integration.

16.

necessity

consistency

17. Rotation of membership on the feeder system task force standing committees allows for equitable distribution of responsibility and authority.

17.

necessity

consistency

Items 18-22 relate to the material in section D of the synopsis

18. The incorporation of a learning climate scale in the screening process allows for placement in the classroom setting or the elementary school based on learning style.

18.

necessity

consistency

19. A variety of strategies and instructional alternatives allow for the provision of instructional services to handicapped youngsters in the general program.

19.

necessityconsistency

20. There is mandatory representation from special education and general education in the selection process for positions with direct program responsibilities, such as area superintendent, principals, area program specialists.

20.

necessityconsistency

21. There is recommended participation from general and special education when the selection is for a position in a management support field, i.e., finance, or management information systems.

21.

necessityconsistency

22. Applications for administrative and instructional leadership (i.e., principal, area program specialist, area superintendent) positions must demonstrate through academic training or appropriate experiences that they are knowledgeable about special education.

22.

necessityconsistency

Items 23-25 relate to material contained in section E of
the synopsis

23. The model provides for the operating procedures essential to the effective operation of the special education program.

23.

necessityconsistency

24. The identification and screening procedures and the IEP provisions are necessary.

24.

necessityconsistency

25. The legal requirements of procedural due process are necessary.

25.

necessityconsistency

In general, on a scale of 1 - 10, to what extent will the proposed model increase the probability of linking general and special education? (Please mark with an "x")

1 2 3 4 5 6 7 8 9 10

If there are any general comments that you wish to make concerning the model please feel free to do so in the space provided below and on the back of this sheet. Such comments would be greatly appreciated and helpful in improving the model.

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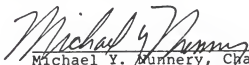
BIOGRAPHICAL SKETCH

Lana Teri Monchek is a Floridian with New York roots. She was born in the Bronx and raised in Queens and Nassau County. She graduated from Lawrence High School in three years, attended Nassau Community College and the State University College at Buffalo where she received a Bachelor of Science in Education degree. As an intern she taught sixth grade math and science at a Buffalo elementary school and a junior high level class for educable mentally handicapped students in Kenmore, New York.

Ms. Monchek attended the University of Miami on a graduate fellowship. In this Master of Education program she completed a practicum at the Marian Center, an educational facility for the mentally retarded, and did rehabilitation work at Sunland Training Center in Miami.

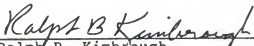
While associated with the School Board of Broward County, Florida, Ms. Monchek's instructional assignments varied. She has had experience in elementary education, special education, and compensatory education. Ms. Monchek did an administrative internship with the Bureau of Education for Exceptional Students, Florida Department of Education, Tallahassee, as part of her degree requirements from the University of Florida. She is currently the assistant director and teacher at a private nursery school.

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy



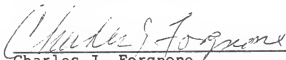
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This dissertation was submitted to the Graduate Faculty of the Department of Educational Administration and Supervision in the College of Education and to the Graduate Council, and was accepted as partial fulfillment of the requirements for the degree of Doctor of Philosophy.

May 1982

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